

■■■■■ FIRST AMENDMENT TO  
THE COLISEUM AREA  
REDEVELOPMENT PLAN  
REPORT TO COUNCIL

VOLUME I

- Reasons for Selecting Area
- Description of Blight
- Private Enterprise
- Alternative Funding and  
Redevelopment
- Methods of Financing
- Implementation Plan

July 22, 1997

Prepared for:

**Oakland City Council**  
**Oakland Redevelopment Agency**

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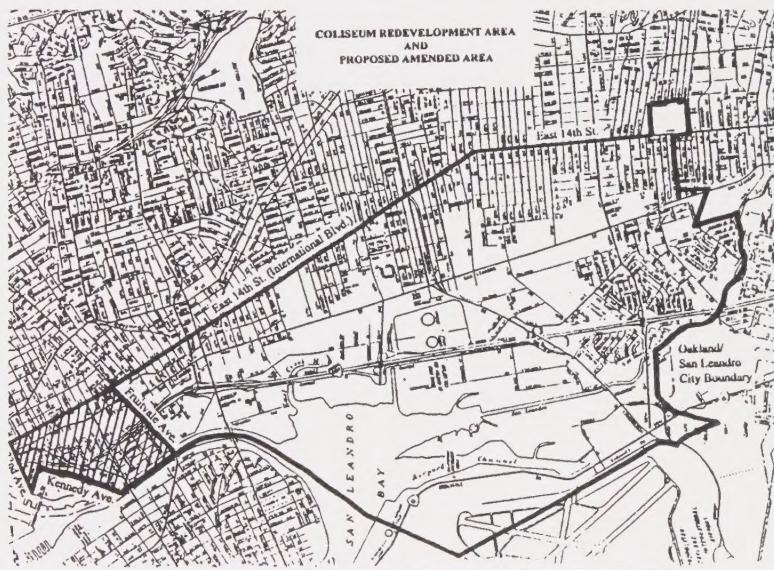


# Preliminary Report

of the

First Amendment to the

Coliseum Area Redevelopment Project



June, 1997

Redevelopment Agency of the City of Oakland



**Preliminary Report  
of the  
First Amendment to the  
Coliseum Area Redevelopment Plan**

*Community and Economic  
Development Agency*



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**PRELIMINARY REPORT  
FOR THE  
COLISEUM AREA REDEVELOPMENT PLAN**

## **1. Introduction**

The Preliminary Report for the First Amendment to the Coliseum Area Redevelopment Plan is an initial document in the City of Oakland's Redevelopment Project amendment process. The proposed amendment will add approximately 264 acres to the existing Coliseum Redevelopment Project Area, extending the boundaries northward along East 14th Street from Fruitvale Avenue to 22nd Avenue, and westward to the estuary (see Figure 1-1). The entire project area is located in the eastern part of the City of Oakland, in the County of Alameda, in the State of California (see Figure 1-2 for a situation map).

On July 25, 1995 the City adopted the Coliseum Area Redevelopment Plan, which covers the 6,500 acre area roughly bound by Fruitvale Avenue to the north, International Boulevard to the east, the Oakland/San Leandro city border to the south and the Oakland/Alameda city border to the west.

On October 15, 1996 the Redevelopment Agency adopted a resolution authorizing the preparation of an amendment to the Coliseum Area Redevelopment Plan extending the boundaries of the Project Area (Reso. 96-68 C.M.S), and authorizing transmittal of a Statement of Preparation of the Plan Amendment to affected taxing agencies.

A Statement of Preparation of the Plan Amendment was sent via certified mail to each affected taxing entity in November, 1996.

This Preliminary Report of the First Amendment to the Coliseum Area Redevelopment Plan has been prepared pursuant to Section 33344.5 of the California Community Redevelopment Law (Health and Safety Code Sections 33000 *et. seq.*) and consists of the following sections:

- The reasons for selection of the Project Area;
- A description of the economic and physical, conditions existing in the Project Area;
- A description of the Project Area with sufficient detail for a determination to be made as to whether the Project Area is predominantly urbanized. The description includes the following:
  - A. The total number of acres in the Project Area.
  - B. The total number of acres that is characterized by properties that suffer from economic dislocation, deterioration or disuse because of at least one of the following factors that cause a reduction of, or



lack of, proper utilization of the area to such an extent that it causes a serious physical or economic burden on the community that cannot reasonably be expected to be reversed or alleviated by private enterprize acting alone:

1. Physical Blight

- a) Unsafe and unhealthy buildings which result from aged structures that are in various state of deterioration or have code violation and which might also suffer from defective design or physical construction such as unreinforced masonry construction.
- b) Functionally obsolete buildings that can no longer accommodate the changing spatial needs of the modern space users.
- c) Buildings and property which have confirmed or potential hazardous or toxic materials.
- d) Incompatible land uses which can seriously prevent economic development.

2. Economic Blight

- a) Depreciated or stagnant property values.
- b) Properties which have abnormally high business vacancies, excess vacant land and vacant or abandoned buildings.
- c) Areas which lack necessary commercial facilities to support economic revitalization.
- d) Residential overcrowding or excess of adult uses.
- e) Areas which have high rates of crime which affect the image of an area and act as a serious disincentive to any residential or business investment in the area.

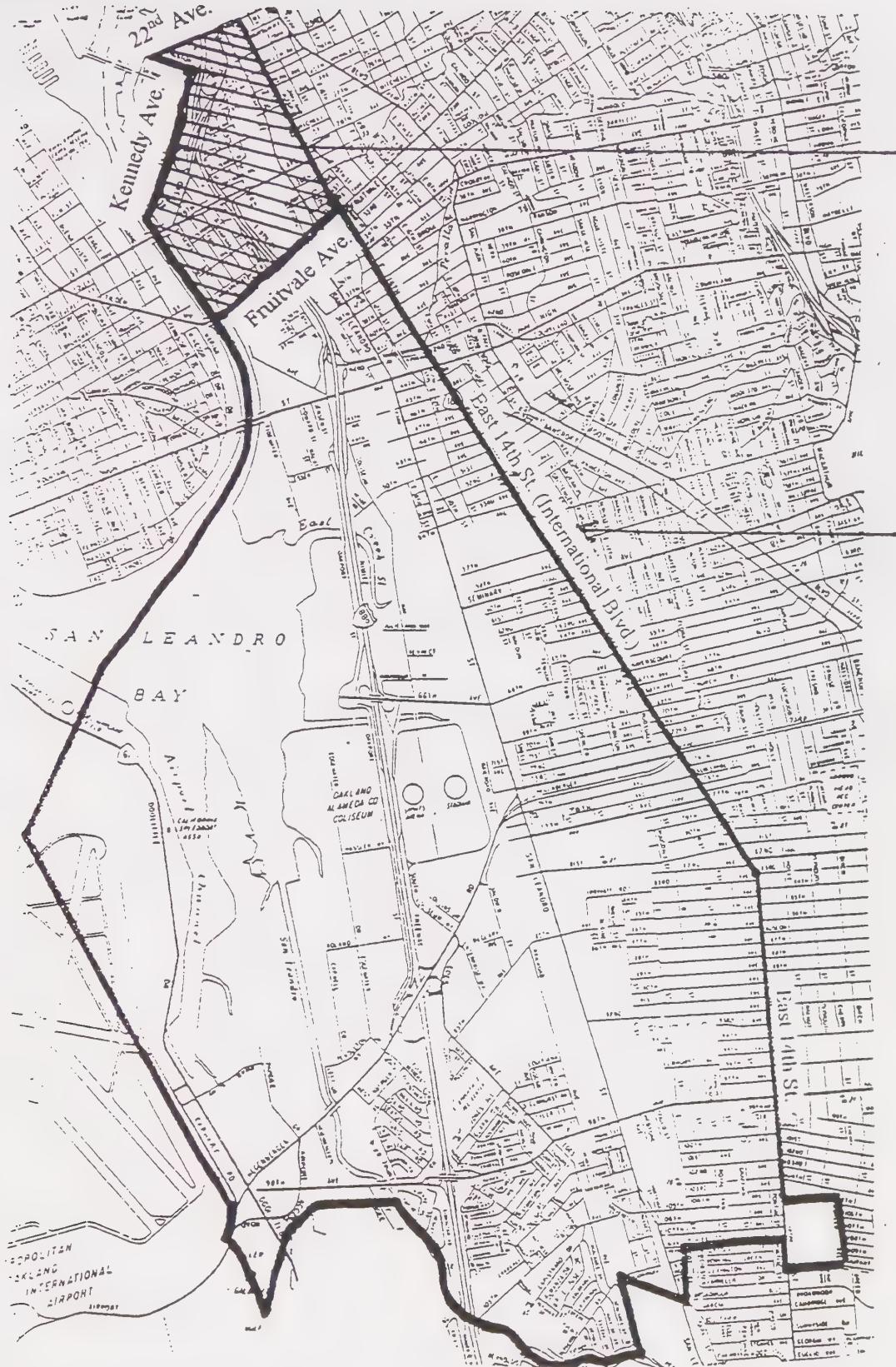
C. The total number of acres that is an integral part of an area developed for urban uses;



- D. The percent of property within the Project Area that is predominately urbanized;
- E. A map of the Project Area that identifies the property described in paragraph B and C and the property not developed for an urban use.
  - A preliminary assessment of the proposed method of financing the redevelopment of the Project Area, including an assessment of the economic feasibility of the project and the reasons for including the provision for the division of taxes pursuant to Section 33670 of the Community Redevelopment Law in the redevelopment plan;
  - A description of the project or projects prepared by the Redevelopment Agency in the Project Area;
  - A description of how the proposed projects will improve or alleviate the economic and physical conditions existing in the Project Area.

This report will be delivered to each affected taxing entity as defined in Section 33353.2 of the Community Redevelopment Law with whom the Redevelopment Agency of the City of Oakland (Agency) will consult in establishing the First Amendment to the Coliseum Area Redevelopment Plan. The Agency will also consult with property owners, business owners, residents, community organizations and other agencies or persons involved or interested in the redevelopment of the Project Area.





Oakland / San Leandro  
City Boundary

Source: Community and Economic  
Development Agency, 1996

Kennedy-Fruitvale  
Survey Area

Redevelopment  
Plan Area

Not to Scale

Figure 1-1 - Project Area Boundaries



NOTE: Throughout the Blight Analysis in Section 2 and other documents that follow, the proposed amended area is referred to as the “Fruitvale-Kennedy Tract” planning district. Upon reviewing the proposed plan amendment with the San Antonio District Council, it was agreed that this area would be more properly named the “San Antonio” planning district, and in the future will be referred to as such.

The Implementation Strategies in Section 7 of this report do correctly identify the proposed amended area as the San Antonio planning district.







## **2. REASONS FOR SELECTING THE PROJECT AREA AND DESCRIPTION OF EXISTING CONDITIONS**

### **A. APPROACH**

#### *1. Purpose*

The purpose of this survey is to form a preliminary assessment of physical and economic deterioration within the Kennedy-Fruitvale Survey Area. According to the Community Redevelopment Law, Section 33031 of the Health and Safety Code, blight must be so prevalent that it causes a serious physical and economic burden on the community. The concept of blight, in itself, is not enough to prove an area is economically disadvantaged. Properties have to lack proper utilization and present a blighting influence on surrounding neighborhoods that only the process of redevelopment can reverse. Redevelopment redresses the economic ills of older neighborhoods while revitalizing properties into economically viable uses. For this reason, it is necessary to document blight to determine if it is economically feasible for redevelopment. This report presents an analysis and assessment of physical and economic conditions typically characterized as "blight" in the project area.

The survey area is composed of 264 acres located in East Oakland in Alameda County. The area is bounded generally by East 14th Street, Fruitvale Avenue, 22nd Avenue and Kennedy Street. (This survey area shares a common border of the Coliseum Redevelopment Project Area, specifically properties on Fruitvale Avenue). This area collectively comprises approximately 583 parcels containing 259 residential units, 64 commercial and 154 industrial facilities. In area, this represents an estimated 45 percent of the neighborhoods of the San Antonio and Fruitvale community development districts.

The various land uses in the survey area include industrial/manufacturing, retail and commercial, residential, and public. The predominant land uses are industrial and heavy manufacturing facilities that prevail in the northern section. For example, manufacturing warehouses are located along Kennedy Street and Chapman Avenue. The area immediately east of Chapman Avenue is characterized by light industrial and auto-related uses with small "pockets" of retail establishments. Retail and small commercial establishments are located along major arterials of East 14th Street, East 12th Street, Fruitvale and 22nd Avenue, including the northeast section of 23rd Avenue. Retail uses coexist with sparsely populated office buildings; however, the retail character of these streets are different. There are mostly small businesses, including beauty and barber shops, churches, check-cashing outlets, and "mom and pop" grocery stores. There is an absence of large retailers, grocery stores and financial institutions.

Residential uses are primarily single-family homes located south and southwest of East 14th Street, and east of 29th Avenue and Glascock Avenue. Multi-family uses are



sporadically dispersed among the industrial uses along East 7th Street. The survey area encompasses a small portion of the neighborhoods in the San Antonio and Fruitvale Community Districts. These residential areas are mixed with major concentrations of warehouses and auto-repair establishments located in the south-eastern section of the survey area, along Glascock and 29th Avenue. In addition, Interstate 880 (I-880), a major highway that runs north and south, bisects the survey area.

The diversity of land uses in the survey area present distinct blight conditions in different locations. Consequently, the methodology employed in this survey examined all conditions that indicate blight under California Community Redevelopment Law, to determine the feasibility of redevelopment in the Kennedy-Fruitvale Survey Area.

## 2. *Methodology*

The Kennedy-Fruitvale Survey Area is widely diverse in terms of its physical and economic conditions. In order to understand this diversity, OEDE staff reviewed several planning and neighborhood revitalization reports. These reports described blighting factors in the area resulting from building neglect, economic decline and deteriorating conditions. Considering these findings, staff adopted an approach that allowed varying degrees of blight to be categorized by requirements set forth in the Community Redevelopment Law. In developing the methodology that follows, staff sought to take a balanced approach in evaluating the potential capacity for redevelopment in the survey area. For instance, staff took in account the redevelopment survey implemented by Michael Willis and Associates (MWA) to document conditions characteristic of blight within the Coliseum Redevelopment Area. Staff discovered the survey area contained similar blight conditions and economic decline as the Coliseum Redevelopment Area. In addition, the Coliseum Area blight analysis matched criteria set forth in the Community Redevelopment Law as amended by AB 1290 for documentation of blighted areas.

Analytical procedures undertaken in this assessment are as follows:

- a) Reviewed several planning studies, reports on neighborhood commercial revitalization, and relevant material to gain a broader understanding of existing conditions in the Fruitvale and San Antonio Community Districts. These documents are listed at the back of this report under Appendix C.
- b) Conducted a field survey of the entire survey area to assess general land use patterns, building conditions, and appropriate blight indicators. This survey was performed in two phases -- a baseline assessment phase and a locational phase. The first phase entailed a windshield survey to assess overall physical and economic conditions. This allowed an accurate assessment of buildings that were deteriorated or dilapidated, vacant or underdeveloped, and incompatible with adjacent land uses. In addition, subareas where the greatest concentration of blight indicators were most severe are identified.



The second phase focused primarily on documenting these characteristics for further review and analysis. The redevelopment survey developed by Michael Willis and Associates was used to record these conditions (see Appendix A). It proved invaluable for an exterior survey of building conditions, public infrastructure and land uses. Where several types of land uses were present, the predominant land use pattern was recorded. These conditions were recorded by address and major cross streets. Where several types of blight indicators prevailed, photographs were taken to document these findings. These photographs are presented at the end of this report in Appendix B.

c) Interviewed industrial and commercial brokers, particularly those that were actively leasing buildings in the Fruitvale-Kennedy Survey Area, to assess overall market conditions. Reviewed and analyzed data provided to determine vacancy and absorption conditions characteristic of the survey area for a comparison of other areas in Oakland. In addition, brokers were asked to provide their knowledge of economic constraints in the area that may discourage potential tenants from leasing vacant buildings.

d) Analyzed additional data provided by City staff and various consultants (e.g., Keyser Marston and Associates, Michael Willis and Associates, HdI Coren and Cone, etc.) relative to deteriorating conditions characteristic of blight. Most data was analyzed over a five year period to provide a trend analysis of these conditions. Specific types of data requested for this analysis include:

- Code Violation Complaints
- Building Permit Data
- Unreinforced Masonry Structures
- Assessed Property Valuation
- Public Infrastructure Improvement Data
- Retail Sales Tax Information
- Hazardous Material or Waste Sites
- Crime Statistics

e) Interviewed Bruce Maison, Associate Civil Engineer, East Bay Municipal District (EBMUD) to gain an understanding of the overall condition, useful life expectancy and proposed replacement of the infrastructure.



f) Interviewed Beat Health and Patrol Officers of the Oakland Police Department for a qualitative assessment of drugs, burglaries, and other crimes.

g) Compiled data into spreadsheets for analysis of locational factors of blight conditions. Where possible, data were sorted into applicable land uses, by addresses/streets and other key geographical delineations for conversion into a database.

h) Prepared an economic feasibility analysis based on a representative sample of residential, commercial and industrial structures. From this analysis, the costs of rehabilitation and seismic upgrading were determined to evaluate whether neighboring structures would support this type of investment.

i) Interpreted and analyzed data found evident of physical and economic blight conditions as required by the Community Redevelopment Law.

### 3. *Kennedy-Fruitvale Survey Area and Subareas*

The Kennedy-Fruitvale survey area is located in East Oakland within the County of Alameda. The periphery extends from East 14th Street on the north, Kennedy Avenue on the south, Fruitvale Avenue on the west, and 22nd Avenue on the east (see Figure 2-1). It includes areas of the Fruitvale and San Antonio Community Development Districts. In addition, the area is in close proximity to the Fruitvale and 29th Avenue bridges that cross over the estuary to the City of Alameda. It also includes a common border of the Coliseum Redevelopment Project Area; specifically, Fruitvale Avenue from East 14th Street down to the estuary.

For analytical purposes, the survey area has been divided into two subareas. These areas are grouped by common land uses, planning issues, and other factors. This proved beneficial to describe similar characteristics, including potential community and economic development opportunities. These areas as illustrated on Figure 2-2, are summarized as follows:

Subarea 1: Kennedy Tract Area -- This area extends along the western edge of the survey area from 22nd Avenue to 29th Avenue. It includes a portion of the traditionally retail and commercial areas along East 14th Street. It also includes some of the manufacturing and light industries situated between Kennedy Avenue and 29th Street. It contains several auto-body and repair, auto-restoration and painting shops. It also includes storage, packaging, and cargo shipping facilities, along with several mixed use developments, including live/work studios. This subarea also contains a mixture of residential dwellings including single-family and multi-family units.



Subarea 2: Glascok Tract Area -- This area is east of the Kennedy Tract along Glascok Street between 29th Avenue and Fruitvale Avenue. It contains a mixture of residential development including single-family and multi-family facilities. In the most defined residential areas, there are metal and electroplating industrial facilities coexisting with light manufacturing warehouses. This subarea has a spectrum of land uses from commercial to heavy industrial located between East 7th and East 11th Streets. This section of the area is primarily built out with a collage of development.

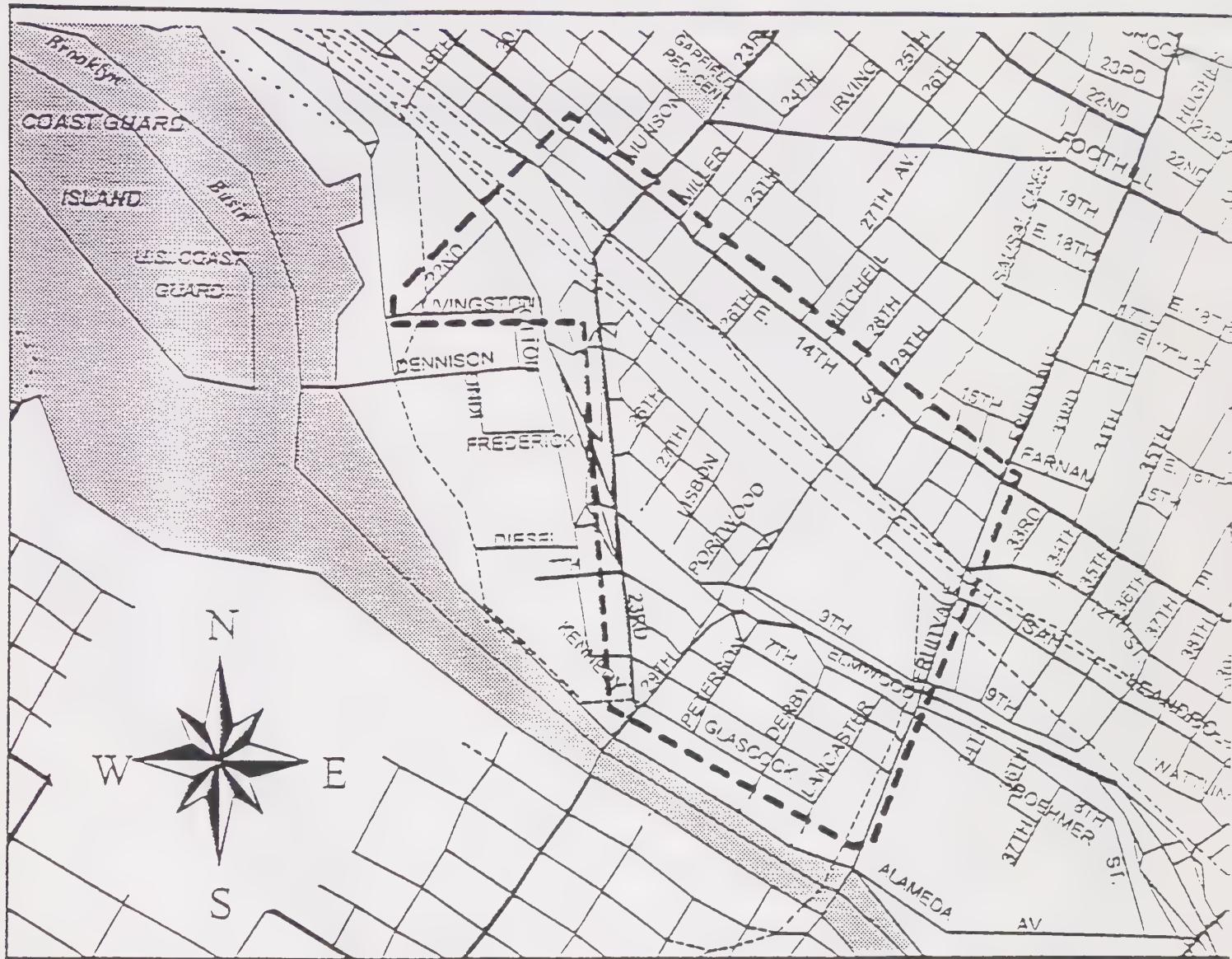
The Kennedy-Fruitvale Survey Area is generally comprised of two census tracts, 4060 and 4061. However, the northern portion of Census Tract 4060 and the western periphery of 4061 extends beyond the survey area (see Figure 2-3). For this reason, most data were collected and subdivided by addresses, instead of census tracts. However, the availability and nature of data determined whether census tracts or pre-defined subareas were used for this analysis. In some cases, it was more applicable to use census tracts, instead of a subdivision of the area.

The survey area also shares a boundary of the Coliseum Redevelopment Area along Fruitvale Avenue. This area has an extensive amount of economic and physical blighting conditions, as documented in a blight analysis conducted by KMA for the City of Oakland (August, 1994). The underlying assumption in this report is that these should be merged to alleviate the burden of blight placed upon the community. It is more pragmatic and economically feasible to amend the Coliseum Area Redevelopment Plan to include this territory, than allow these conditions to worsen.



## Figure 2-1--Survey Area Boundaries

## Kennedy-Fruitvale Redevelopment Survey Area



Scale:

0.37

0

0.37

0.74 Miles

**Legend:**

### Context Map:

### *Physical features*



## Land



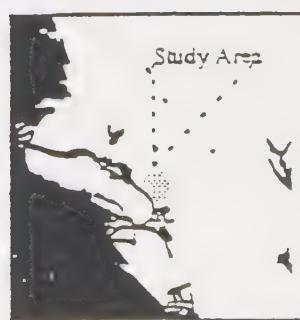
## Water



## Survey area boundaries



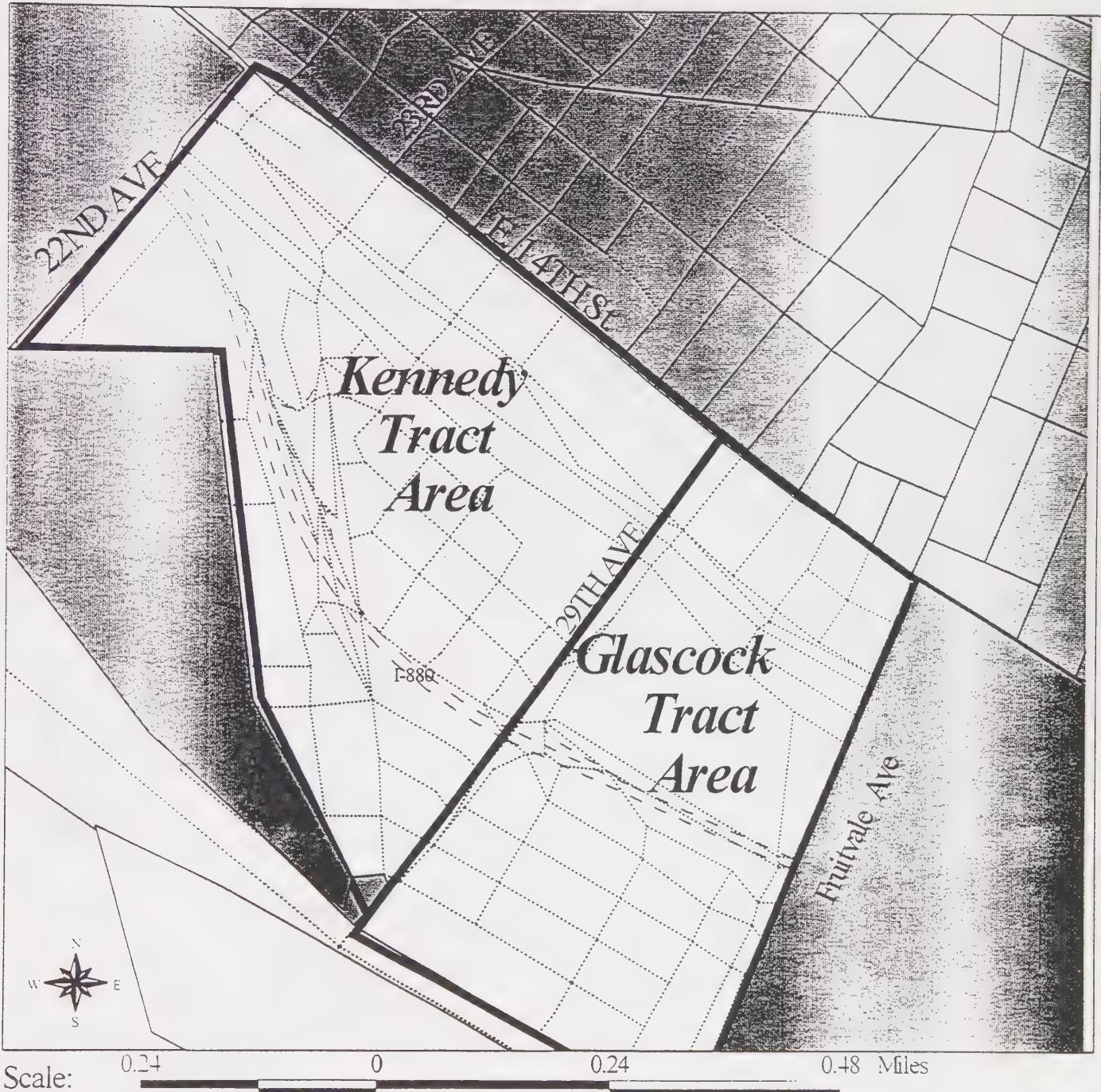
## *Fruitvale BART station*





# Figure 2-2 – Survey Subareas

## Kennedy-Fruitvale Redevelopment Survey Area



Scale: 0.24 0 0.24 0.48 Miles

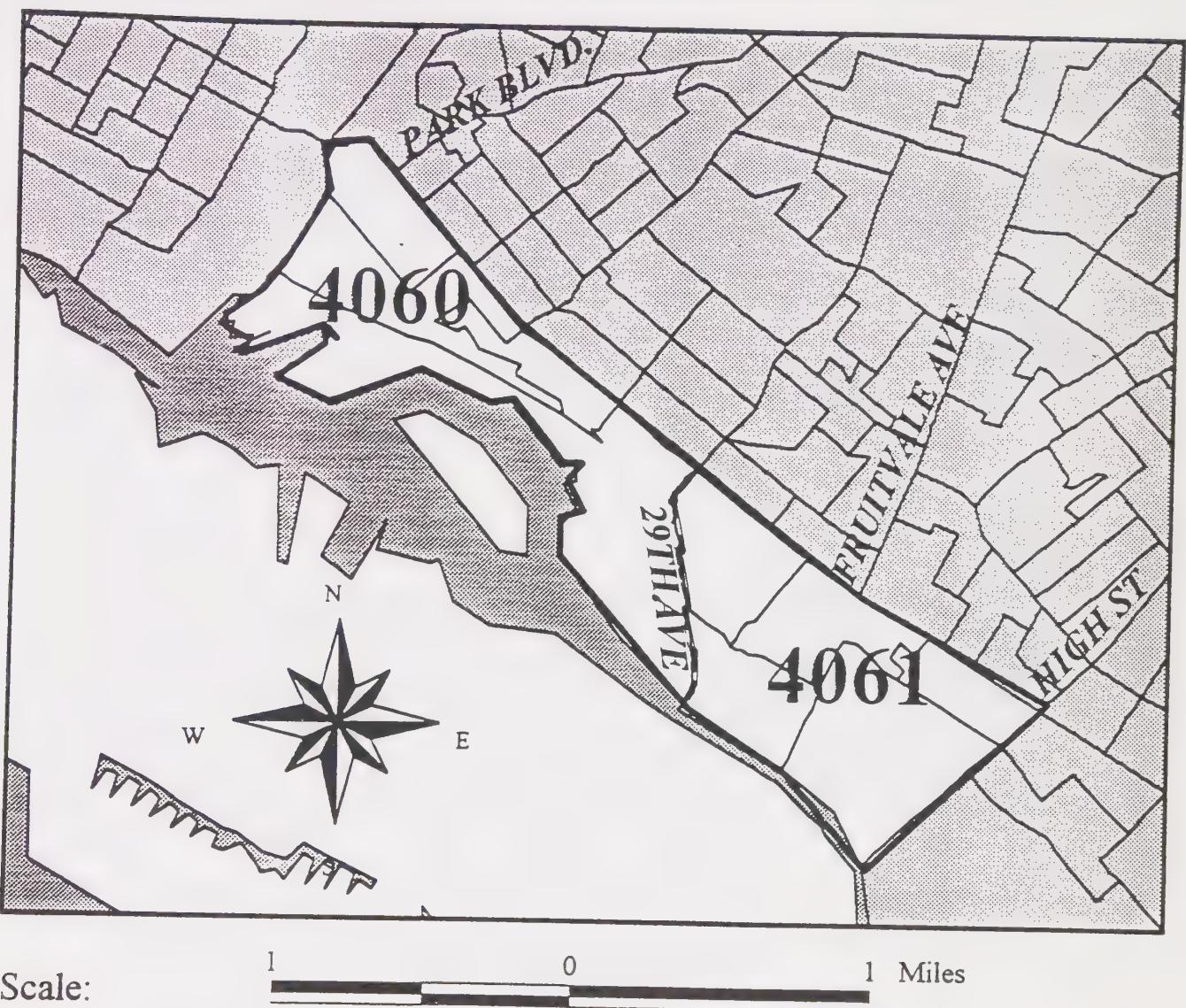
Legend:

- I-880
- City Streets
- Outside Survey Area Boundaries
- Major Intersections
- Hydro
- land
- water



# Figure 2-3 -- Census Tracts

## Kennedy-Fruitvale Redevelopment Survey Area



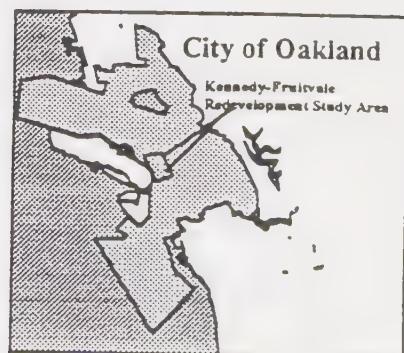
Scale:



Legend:

- Census Tracts
- 4060 and 4061
- Major Streets and Tract Boundaries
- Hydro
- land
- water

Regional Context Map:





## **A. PHYSICAL BLIGHT**

### *1. Unsafe or Uninhabitable Buildings*

According to the Community Redevelopment Law (CRL) and as amended by AB 1290, the project area has to be characterized by one or more conditions that constitute physical blight. The Kennedy-Fruitvale Survey Area is characterized by a range of buildings that are defective or unsafe to occupy. Buildings that are unsafe or uninhabitable for people to work or live in are detrimental to the public safety and well-being of a community. Generally, the severity of these conditions is caused by an overabundance of aged structures that have serious code violations, deterioration and dilapidation, defective design or physical construction. OEDE staff surveyed the building stock in the survey area to determine the extent that fall within these criteria.

#### **a) Deterioration and Dilapidation**

In September 1995, OEDE staff conducted a field survey of buildings within the survey area. This survey entailed a visual assessment of the exterior of buildings, a photographic record of deteriorating properties, and documentation of subareas where the greatest concentration of physical blight existed. This was key in targeting areas where buildings categorized as deteriorating or exhibiting dilapidated qualities posed problems for the community. In addition, staff utilized the redevelopment survey prepared by the consulting firm of Michael Willis & Associates (MWA) to assess the buildings' exterior conditions (see Appendix A). These conditions were rated as follows:

1. Sound: Structural components which are in a first rate state of repair, showed evidence of frequent maintenance, and had no visible signs of dilapidation and/or deterioration, were to be categorized as Sound.
2. Deferred Maintenance (Def. Maint.): Structural components which showed initial signs of a lack of adequate investment and maintenance such as old or worn paint, signs of wear, or a need for minor treatment such as caulking around trim but are otherwise in a good state of repair were categorized as Deferred Maintenance.
3. Moderate Rehabilitation (Mod. Rehab.): Structural components which demonstrated signs of long-term neglect, appeared to be in need of moderate rehabilitation, or could be repaired only with an investment which is beyond the normal expenditure for typical maintenance and repair, such as: multiple layer roof covers with cracked surfaces and/or missing roof tiles, broken or missing windows, deteriorated window and door frames and structural components, holes in stucco or other cladding materials were categorized as Moderate Rehabilitation.



4. **Extensive Rehabilitation (Extn. Rehab.):** Structural components which appeared to be in need of more major repair or replacement, had significant defects such as sagging door frames or windows, deteriorated building materials, etc. or could be rehabilitated only with a major investment, were categorized as Extensive Rehabilitation.

5. **Dilapidated (Dilap.):** Structural components which appeared to have major structural defects, e.g., sagging roof or framing, unsound or failing foundations, such that the estimated cost of rehabilitation would equal or exceed cost of replacement were categorized as Dilapidated.

Staff surveyed 95 buildings to rank according to levels of deterioration and dilapidation representative of potential redevelopment areas. Several structures posed problems for staff to determine the land use or type of structure present from the exterior. These buildings were categorized as "unknowns," where insufficient field data existed to determine or confirm existing land uses. A total of four structures were grouped under this category, representing four percent of the sample. The remaining 91 structures presented different levels of dilapidation and deterioration ranging from deferred maintenance to dilapidated characteristics. Staff determined that nearly 29% of the structures sampled were in need of extensive maintenance, while 25% required moderate maintenance and 18% showed a lack of maintenance. These conditions are characteristic of deferred maintenance. Typically, 27% of the housing stock appeared to have major structural defects. Ultimately these structures are more harmful in the interest of the general welfare of the community than other physical blight indicators. The deterioration of the building stock generally presents a negative image of the area. It is difficult to attract investment interests in an area that is clearly dominated by the physical deterioration of existing buildings. It is estimated that rehabilitation costs would likely exceed replacement costs for these structures.

Residential structures sampled in the survey totaled 40%, while non-residential buildings (industrial, commercial, and offices) comprised 50% of the structures. The remaining (10%) structures consisted of vacant, public or unknown uses. A summary of these findings is presented in Table 2-1.

A large percentage of buildings showed signs of aggravated neglect and deterioration, an indication that buildings in the survey area need some economic investment for rehabilitation. Over 72% of the buildings sampled showed signs of structural distress requiring some level of maintenance. A large percentage of these properties are grouped under residential and industrial uses (21% and 22%, respectively). Comparatively, commercial and office related uses represented a fair share of the sample of buildings surveyed. A significant number of buildings appear to have structural decay and are in need of extensive, moderate and deferred maintenance. In general, these structures could benefit from rehabilitation, conservation and new construction. Many buildings are in need of paint and small repairs that are consistent with the age of the building stock in the survey area. It is estimated that over 90% of buildings surveyed were constructed at the



Table 2-1

**SUMMARY OF DETERIORATED OR DILAPIDATED BUILDINGS<sup>1</sup>**  
**KENNEDY-FRUITVALE SURVEY AREA**

Land Use	Deferred Maintenance	Moderate Maintenance	Extensive Maintenance	Dilapidated	Total	%
Residential	3	5	14	16	38	40%
Commercial/Retail	7	1	1	3	12	13%
Office and Related	2	4	2	0	8	8%
Industrial and Related	2	10	9	6	27	29%
Public and Semi-Public	0	0	1	0	1	1%
Vacant Land	2	3	0	0	5	5%
Unknown <sup>2</sup>	1	1	1	1	4	4%
Totals	17	24	28	26	95	
Percentage of Total	18%	25%	29%	27%		

<sup>1</sup> Based on an exterior sample survey conducted by OEDE characterizing the extent of deteriorated buildings in the project area.

<sup>2</sup> Unknown as to land use and/or conditions from exterior observation.

Source: City of Oakland, Office of Economic Development and Employment



turn of the century. These findings reveal that building neglect in the Fruitvale-Kennedy Survey Area imposes a severe economic burden on the City. The prevailing problems of low property values, underutilized or vacant properties and lack of investment in the area generally decrease the potential for economic and employment opportunities for residents.

A further analysis of the building conditions revealed specific locations of the greatest concentration of deteriorated buildings. Data from the redevelopment survey was geocoded to determine areas where distressed properties formed conglomerates (see Figure 4). The greatest concentration of deteriorated buildings identified through the redevelopment survey are between Fruitvale and 29th Avenue along E. 7th Street. For analytical purposes, this area is designated as the Glascock Tract subarea. It encompasses a complex arrangement of land use patterns of single family and industrial development on parcels of widely varying lot configurations. The lot sizes range from 1,815 square feet to 144,102 square feet. The building stock has deteriorated to inferior conditions requiring some form of maintenance.

Another subarea located between 23rd and 29th Avenue contained a high number of deteriorating buildings within the survey area. As determined from the survey, several blocks contain industrial facilities with pockets of single-family homes scattered throughout the area. This has resulted in streets with congestion problems and on-street parking that reduces visibility and traffic flow. Within this area, several manufacturing sites lack sufficient on-site parking and many single family homes suffered from poor or inadequate driveways for parking one or more vehicles. These parking constraints, combined with inadequate public infrastructure, such as deteriorating sidewalks, streets and curbs, pose serious problems for community residents. In this particular subarea, successive land use conflicts were observed from the exterior survey.

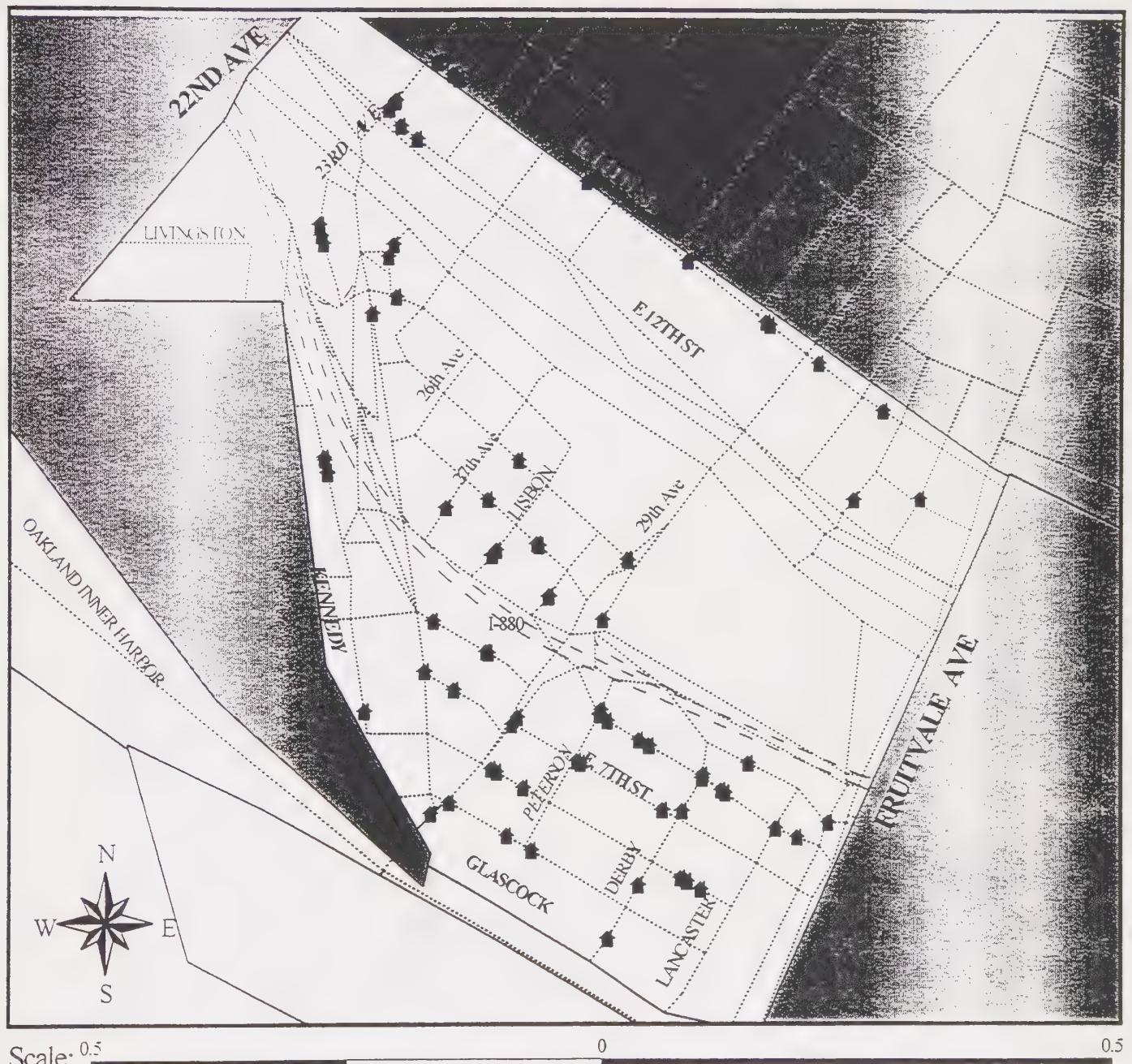
The survey area contains several deteriorated buildings that correlate with the substantial number of code violations. These conditions present a negative image of the physical environment. In particular, areas bordering the major thoroughfares of 23rd and 29th Avenue that provide access from Interstate 880 to East 14th Street carry a significant amount of traffic. Existing traffic concerns, as well as a decline of residential and industrial buildings, strongly suggest conditions that impose a grave burden on the community.

#### b) Code Violations

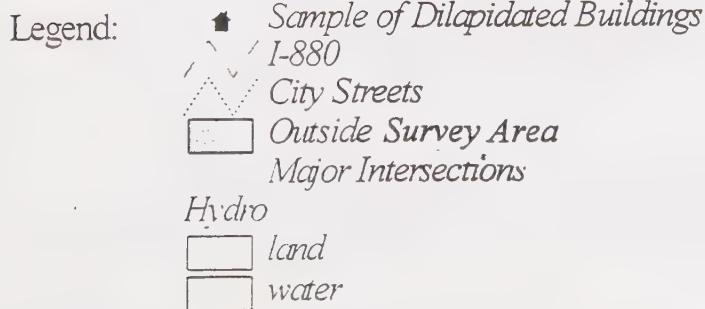
Over the past several years code violations have increased in the Kennedy-Fruitvale Area. The City of Oakland's Code Compliance Division has estimated that the number of violations per parcel far exceed the number of compliant parcels. This suggests that for every property owner that complies with the City's building code, there is a neighboring property owner that violates these codes. This estimation purports code violations are likely an economic and physical hindrance to the City. As a consequence, these conditions probably cost the City hundreds of thousands of dollars each year.



Figure 2-4 – Distribution of Surveyed Dilapidated Buildings  
 Kennedy-Fruitvale Redevelopment Survey Area



Scale: 0 0.5 Miles





The Code Compliance Division maintains a database of code violations that categorize violations by date, the categories most applicable to the definitions of blight as defined by the Community Redevelopment Law are as follows:

- Blight (trash, debris, weeds, sanitation problems, etc. on residential properties),
- Beat Health (drug houses or usage),
- Empty Building/Lot (unsecured properties),
- Housing (electrical, ceiling leaks, other code-violations within residential units),
- Fire Damage,
- Vehicles (abandoned automobiles),
- Zoning (construction performed without proper permits or non-compliance).

It is estimated over 300 citations are issued annually by Code Compliance for housing, sanitation and other code violations in the survey area. Staff assigned to the area suggest most citations are issued based on information received via a complaints-based system. Many callers are concerned property owners that border properties with residential code violations. These conditions are characterized as unsanitary and are appropriately designated as residential blight.

Analysis of this data revealed code violations consistent with deteriorating conditions in the survey area. From this analysis, staff determined the total number of complaints received by the City over a period of approximately five years from early 1990 to the end of 1994. A summary of these findings is documented in Table 2-2 and geocoded on Figures 2-5 through 2-11. This list is not conclusive; it is merely a representation of complaints found within the database.

The City reported a total of 371 complaints in the survey area, more than half of these complaints relate to housing violations. There were 111 residential blight and 91 housing complaints over a period of five years. Analysis of this data corroborated findings by staff that a significant number of residential code violations indicate an abundance of residential deterioration in this area.

As shown on Figures 2-4, 2-5 and 2-7, the greatest concentration of deterioration is located within the areas of Kennedy and Glascock. These areas also have a high incidence of code violations that include empty buildings, unsecured lots, beat health (drug-related)



and abandoned vehicles. The City is aggressively pursuing every available option to abate these conditions in the area.

Code violations as documented in the database were still in evidence as verified by staff in the field survey. Many buildings were identified in the database as having one or more code violations. These findings revealed a significant portion of buildings are in poor physical condition. As a consequence many buildings are considered impaired investments and not economically viable for ownership. Some buildings in the survey area are in a state of constant disrepair, characterized by building neglect, deterioration and a substantial number of unreinforced masonry buildings.

c) Defective Design or Physical Conditions

Buildings characterized as deteriorating and dilapidated may also have inherent defects in their design. Some of these defects may stem from the original design or the physical character of the building. Some were constructed with masonry materials to complement the architectural design of the building. In the early 1900's, this was an acceptable practice among the profession. However, current building and design guidelines require more stringent controls over building materials to ensure the health and safety of the public. These guidelines conform to federal, state and local building codes for construction of buildings intended for public use.

Buildings built in the early 1900's predominate throughout the survey area. Many of these buildings are in violation of current design guidelines and considered unreinforced masonry buildings. Unreinforced masonry buildings are constructed of brick masonry that lack steel reinforcement to reduce risks associated with seismic activities. Requirements for seismic safety compliance are based on adopted regulations to prevent seismic damage to persons and property in communities.

The Kennedy-Fruitvale Survey Area has an excessive number of unreinforced masonry buildings. As summarized in Table 2-3, the survey area has a disproportionate share of these buildings. The survey area comprises an estimated 52 of the 1,507 unreinforced masonry buildings in the City of Oakland. This represents a ratio of 9.0 unreinforced masonry buildings per 100 parcels in the survey area as compared to a ratio of 1.5 per 100 for the City as a whole. When these structures are categorized by land use, it is unequivocal that the survey area has a disproportionate representation of unreinforced masonry buildings.

Figure 2-12 illustrates sections where the greatest concentration of unreinforced buildings are located in the survey area. As shown, most structures are within the older commercial and traditional industrial areas. Primarily, these structures are stretched along East 7th and East 14th Streets, an indication that these buildings have not been seismically reinforced. As documented from the field survey, a large percentage of these buildings lack maintenance and reinvestment. Approximately 50% of the buildings sampled



Table 2-2

**CODE VIOLATIONS (1/1990-12/1994)**  
**KENNEDY-FRUITVALE SURVEY AREA**

Type of Violations	Kennedy-Fruitvale Survey Area	
	Total	%
Blight (e.g., trash debris, overgrown vegetation, sanitary problems related to residential)	111	30%
Beat Health (e.g., drug-related complaints)	150	40%
Empty Building/Lot	12	3%
Fire Damage	3	---
Housing (e.g., electrical, ceiling leaks, and other code related violations)	91	24%
Vehicles (e.g., abandoned autos)	3	---
Zoning (e.g., no permits, licenses or non-compliance)	24	6%
<b>Totals</b>	<b>371</b>	<b>100%*</b>
<b>Average Per Year ( Over 5 years)</b>	<b>36</b>	

<sup>1</sup> — The numerical value is less than one percent.

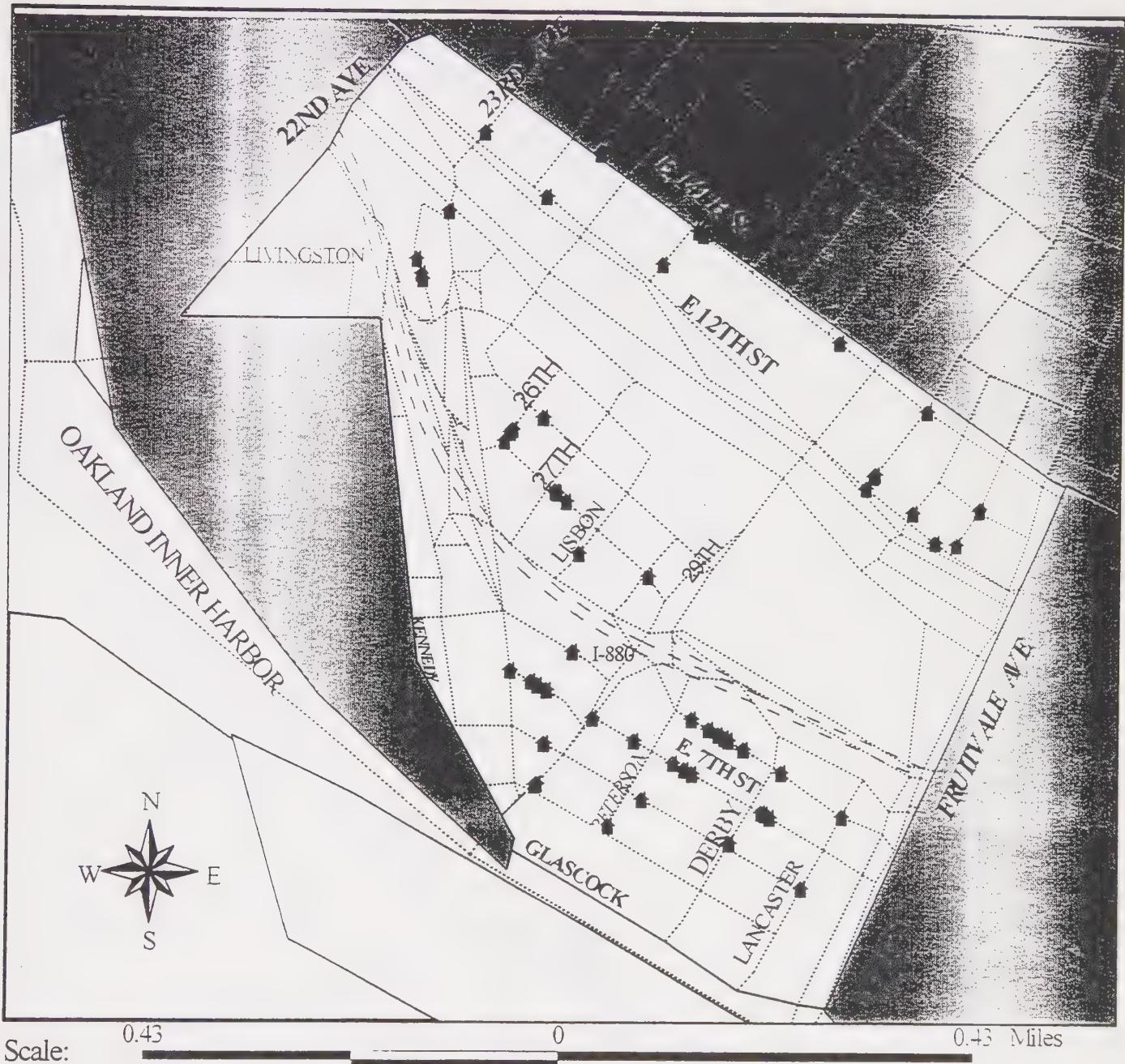
<sup>2</sup> \* All numbers were rounded to the next integer and may exceed 100.

Source: City of Oakland, Office of Planning and Building: Code Compliance



Figure 2-5-- Code Violations: Residential Blight

## Kennedy-Fruitvale Redevelopment Survey Area



### Legend:

- 

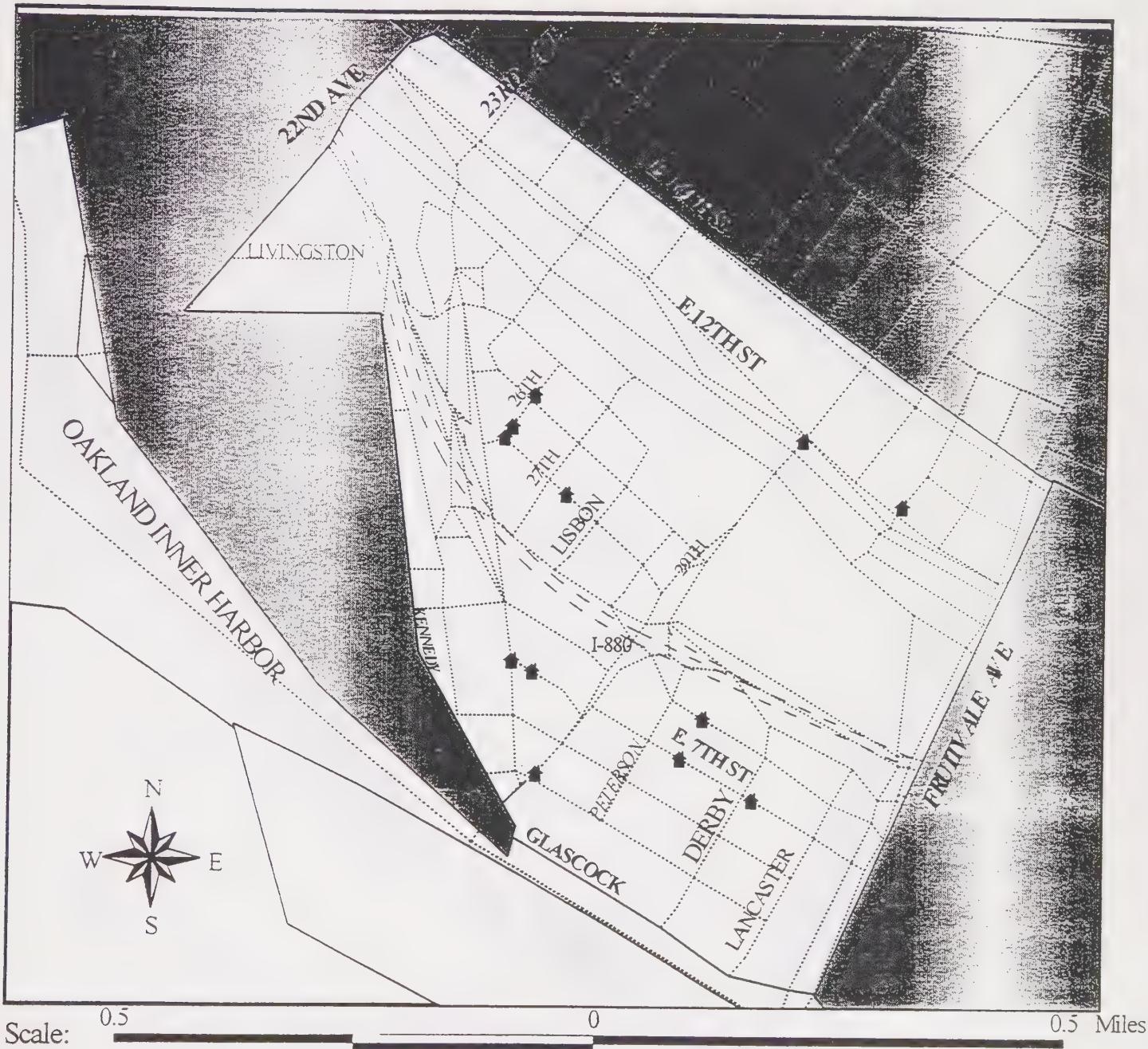
### *Regional Context Map:*





Figure 2-6 – Code Violations: Empty Lots/Buildings

## Kennedy-Fruitvale Redevelopment Survey Area

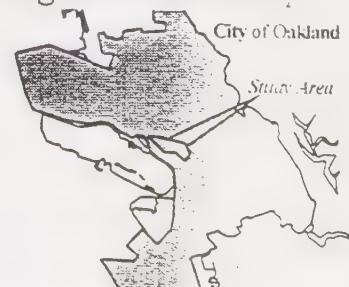


### Legend:

- Legend:

  - Building
  - I-880
  - City Streets
  - Outside Survey Area
  - Major Intersections
  - Hydro
  - Land
  - Water

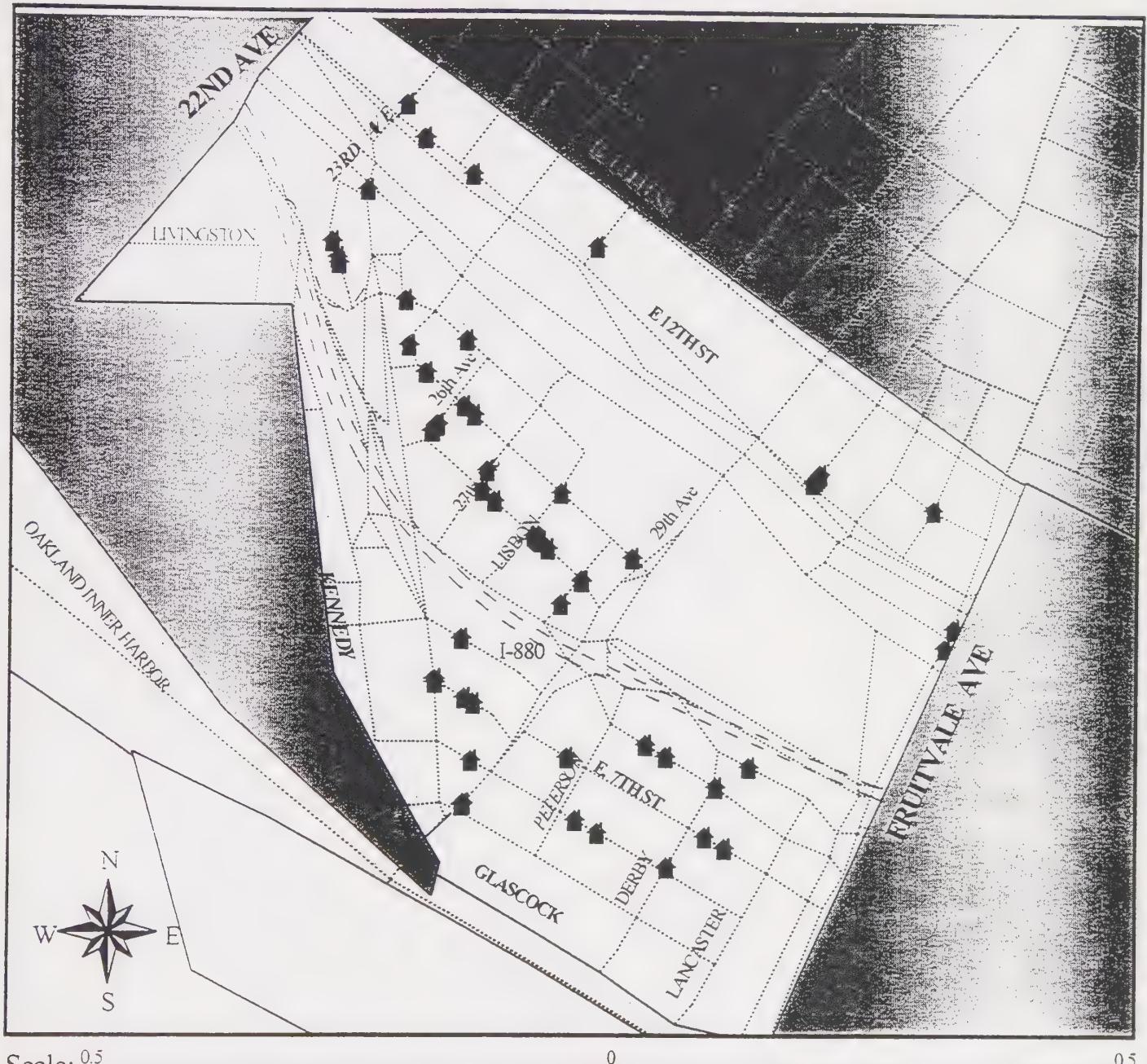
### *Regional Context Map:*





# Figure 2-7 – Code Violations: Housing

## Kennedy-Fruitvale Redevelopment Survey Area



Scale: 0.5

0

0.5 Miles

Legend:

- Sample of Housing Violations
- I-880
- City Streets
- Outside Survey Area
- Major Intersections
- Hydro
- land
- water

Regional Context Map:





# Figure 2-8 – Code Violations: Zoning

## Kennedy-Fruitvale Redevelopment Survey Area



Legend:

- Sample of Zoning Violations
- I-880
- City Streets
- Outside Survey Area
- Major Intersections
- Hydro
- land
- water

Regional Context Map:





Figure 2-9 -- Code Violations: Beat Health (Drug-related) Incidents

Kennedy-Fruitvale Redevelopment Survey Area



Scale: 0.5

0

0.5 Miles

Legend:

- ▲ Distribution of Beat Health Incidents
- I-880
- City Streets
- Outside Survey Area
- Major Intersections
- Hydro
- land
- water

Regional Context Map:





# Figure 2-10 – Code Violations: Fire Damage

## Kennedy-Fruitvale Redevelopment Survey Area



Scale: 0.5

0

0.5 Miles

Legend:

- Sample of Fire Damaged Properties
- I-880
- City Streets
- Outside Survey Area
- Major Intersections
- Hydro
- land
- water

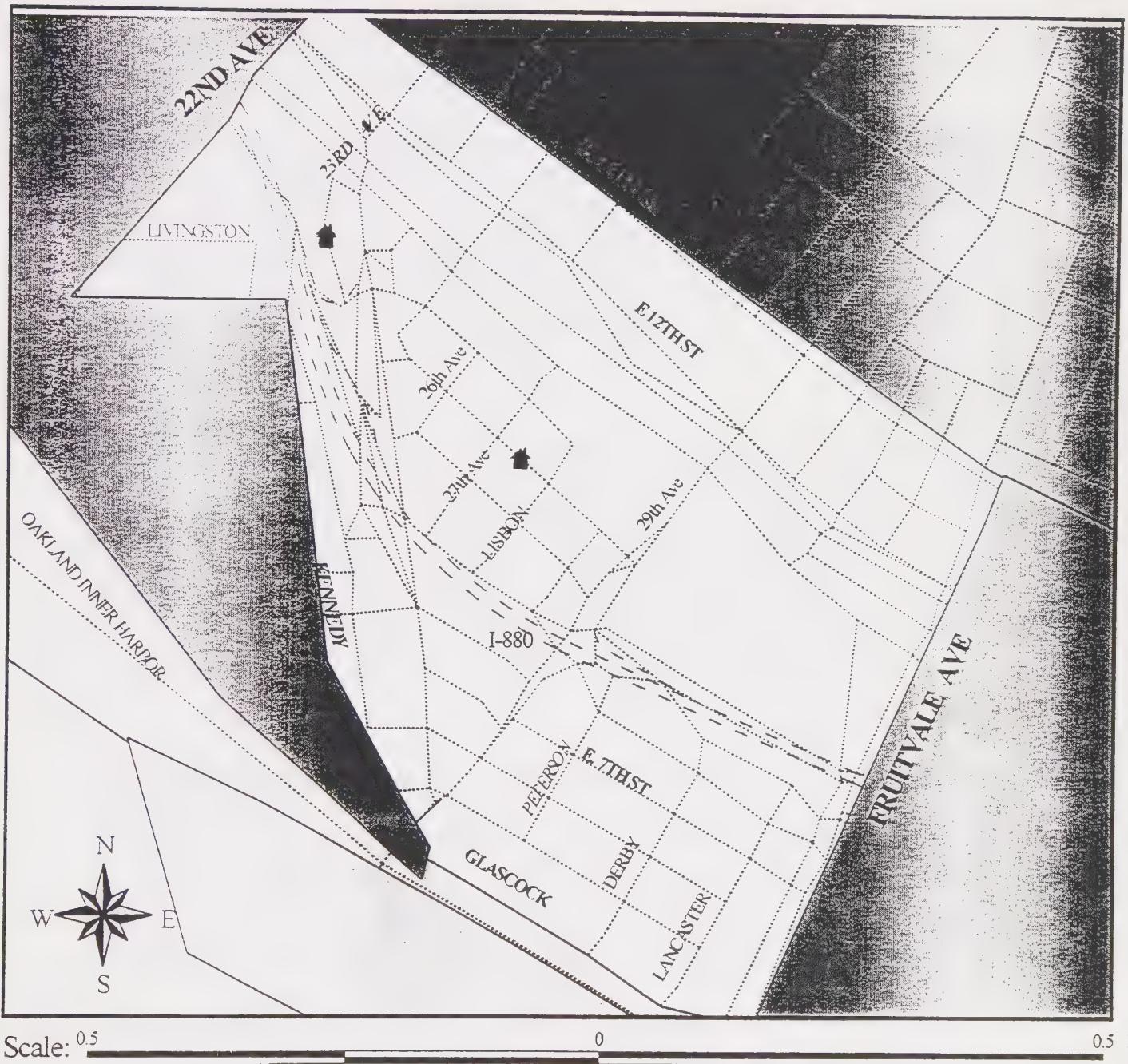
Regional Context Map:





# Figure 2-11 – Code Violations: Vehicles

## Kennedy-Fruitvale Redevelopment Survey Area



Legend:

- House icon: Locations of Abandoned Vehicles
- Line with arrows: I-880
- Line with diagonal hatching: City Streets
- White box: Outside Survey Area
- Line with dots: Major Intersections
- Hydro symbol: Hydro
- Land symbol: land
- Water symbol: water

Regional Context Map:





exhibited some level of disrepair or neglect to warrant either moderate or major rehabilitation.

## *2. Factors that Hinder the Economic Viable Use of Property*

Factors that prevent or substantially hinder the economic viability or capacity of buildings or lots include substandard buildings due to age and design, inadequate parking and other factors. In the Kennedy-Fruitvale Survey Area, these factors were defined by the age and functional obsolescence of the building stock. Other factors, such as the location of hazardous materials and waste facilities were examined to determine the influence of these conditions on economic investment in the area. Typically, remediation costs for these sites discourage economic investment and development in an area.

### **a) Age or Obsolescence**

Functional obsolescence occurs as buildings approach their estimated life expectancy. Life expectancy of a building is determined by the economic age of the remaining buildings. Economic age is a standard used by the building and trade profession at the time of construction with subsequent adjustments for reinvestment to estimate the functionality of a building over time. Typically, without remodeling or upgrading, the economic age of a building declines compared to newer or remodeled structures similar in design and character. Without the benefit of reinvestment, these buildings become essentially obsolete in terms of their usefulness as determined by current market conditions.

#### *1. Commercial*

Commercial establishments located along older commercial strips offer prime examples of commercial buildings that have exceeded their life expectancy. In the survey area, primarily along East 14th Street and 23rd Avenue, older commercial buildings are merged between newer establishments. In addition, Fruitvale Avenue has an array of commercial buildings that are architecturally attractive but suffer from lack of reinvestment opportunities. While the appearance of these buildings are discouraging, most are outdated structures that could benefit from upgrading and economic investment.

Most commercial buildings in the area were constructed before current design review requirements for adequate parking, minimum lot requirements, uniform signage, and other factors that are characteristics of modern buildings. Without the benefit of upgrading, some commercial buildings lack an economic viability in the current market. Many buildings have components such as location and parking that cannot be controlled or easily changed. This is likely to prevent potential retail development in the area. Usually, large retail establishments require on-site parking that exceeds the minimum requirements established before current regulations. An example is AC Indoor Mall located on the corner of 25th Avenue and East 14th Street, where patrons exceed the number of on-site parking spaces. This has resulted in streets with congestion problems and street parking



Table 2-3

**UNREINFORCED MASONRY BUILDINGS (UMB)**  
**KENNEDY-FRUITVALE SURVEY AREA**

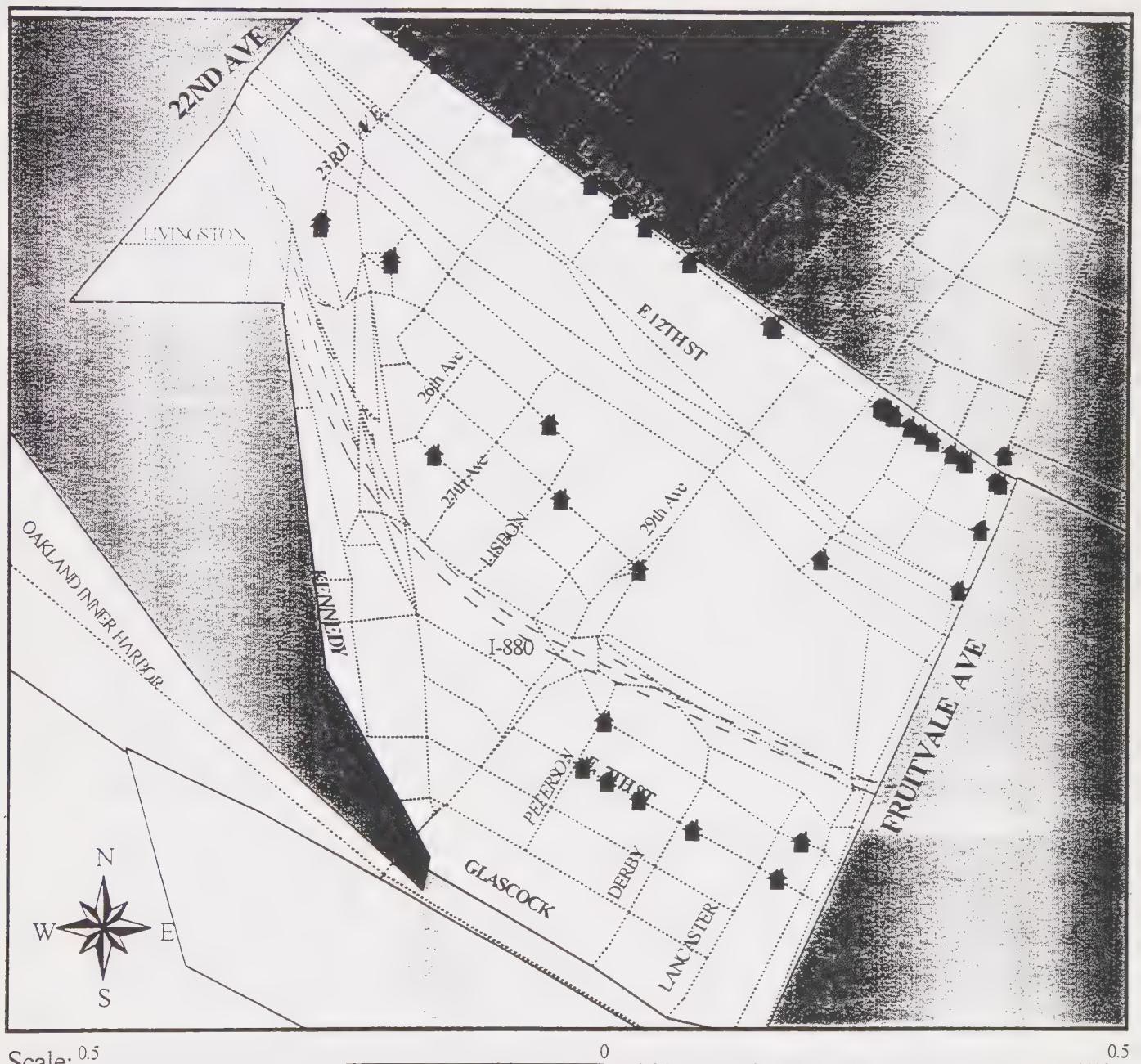
<u>Land Use</u>	<u>Kennedy-Fruitvale Project Area</u>		<u>City of Oakland</u>		<u>Project Area As % of Total</u>
	<u>Total</u>	<u>%</u>	<u>Total</u>	<u>%</u>	
Residential	11	21%	209	14%	5%
Commercial	12	23%	1,034	69%	1%
Industrial	23	44%	165	11%	14%
Other/Undetermined	6	12%	99	6%	6%
Total	52	100%	1,507	100%	
Est. Total No. of Parcels	583		103,000		
% of Unreinforced Masonry Buildings Per Total Parcels	9%		1.5%		

Source: City of Oakland, Office of Planning and Building: Seismic Safety Division



# Figure 2-12 – Unreinforced Masonry Buildings

## Kennedy-Fruitvale Redevelopment Survey Area



Scale: 0.5

0

0.5 Miles

Legend:

- Unreinforced Masonry Buildings
- I-880
- City Streets
- Major Intersections
- Hydro
- land
- water

Regional Context Map:





that reduces visibility and traffic flow. Often this spills onto the available parking along East 14th Street and adjacent connectors, which limits parking for residents and other merchants. This commercial site suffers from a lack of on-street parking and parking garages to accomodate potential shoppers.

There are many underutilized commercial areas on East 14th Street, (the northern section of the Fruitvale-Kennedy Survey Area), evidenced by the vacant and dilapidated buildings. This blight presents a possible reason why there is a lack of investment in the area. There is no consistent architectural theme among these buildings. As a result these buildings lack an exterior facade aesthetically pleasing to patrons. Most of these buildings suffer from design problems that are inconsistent with some surrounding modern structures. Three very large buildings in the survey area represent disuse and dilapidation -- Montgomery Ward, Oakland Medical Building and St. Josephs Professional Center. Montgomery Ward has remained vacant since its closure in 1980; attempts to lease this space have been fruitless. Attempts to lease office space at the Oakland Medical Building and St. Joseph Professional Office have been futile, occupancy levels have fallen to 75% from last year's level of 86%. Real estate brokers indicate parking space is limited and the general design of these buildings restricts utilization.

The San Antonio Marketplace is a mixed-use development located on the corner of 25th Avenue and East 14th Street. This development provides a pleasing environment for residents and others to shop along the East 14th Street commercial corridor. It also complements the visual character of existing buildings located within this commercial area. As a result, older masonry, single-story buildings are neighboring modern two-story structures that are more utilitarian with renovated office/medical buildings in the area. The neglect of the facade of many buildings that has occurred over time is obvious. With the addition of this building, it is likely that reinvestment and facade improvements could change the negative image of this commercial corridor.

Another impeding factor in the area is that most commercial structures are not considered desirable for some retailers because of renovation costs. Reinvestment in some older buildings may not be absorbed by increasing retail activity. It is possible that new construction is more feasible under current market conditions. A number of existing retail properties are not in the right location to compete with neighborhood centers and "big box" retailers that benefit from pedestrian and transit-oriented malls outside the area. In general, these commercial sites are difficult to lease at rates that are comparable to renovation and maintenance costs. Currently, these buildings only serve as an indicator of blight in the area, and are a disincentive for potential businesses to move into the area.

## 2. *Industrial*

There is a relatively high incidence of obsolete industrial buildings in the area. Most buildings were constructed and intended for heavy manufacturing uses of the early 1950s. It is evident, from the design of the docks, loading zones and roll-up doors that these buildings are insufficient for other than the intended use. These structures are obsolete by



current design standards. The majority of these buildings are characterized by a linear layout, small framed windows or the lack of, and aluminum roll-up doors that provide access to both vehicles and pedestrians. These industrial facilities were originally built for heavy warehousing and associated manufacturing uses. Presently, these buildings are primarily warehouses with light manufacturing. Thus, many of these buildings have design features that render them functionally obsolete.

Many industrial buildings in the Kennedy-Fruitvale Survey Area lack adequate on-site parking for vehicles, and especially, half-ton trucks, evident from vehicles parked on sidewalks and setback areas of adjacent properties. In addition, most adjoining residential properties suffer from a lack of driveways, on-street parking and carports. Consequently, these conditions cause traffic congestion problems for residents, workers and shop-owners. This is directly related to the structural design of industrial buildings that are no longer functional or adequate for their original uses.

In certain industrial areas, building obsolescence is more pronounced. Examples of these industrial areas are as follows:

- Glascock Tract Area

Industrial buildings in this area are inadequate for modern industrial operations, e.g., truckers find clearances restricted and many loading docks are no longer practical. Vehicular access is difficult and therefore limits building use -- grade level truck doors are provided at entry points from the street, requiring trucks to block streets while loading. An example of this type of loading dock design is found on the buildings occupied by Lucas Manufacturing, Inc. and Driesbach Industries located on East 11th Street. Due to the impracticality of the loading docks access is limited to one or two trucks at a time. In addition, these buildings have design features that are limiting for truckers, such as inadequate on-site parking, inefficient loading clearance, and limited space between loading stalls.

Another physical constraint is that most truckers have to park their truck perpendicular to the street and this poses problems for many residents that live within 200 feet of these buildings. In some cases, there is no area for truck parking and trucks are parked on the street. This condition limits the visibility of approaching vehicles, reduces on-street parking for residents that lack driveways, and provide delays for vehicles traveling in the area. Directly attributed to loading docks that are presently obsolete and inefficient for consecutive loading and unloading of trucks.

In addition, some industrial buildings in this subarea are constructed of unreinforced brick masonry materials which are inappropriate for most manufacturing operations in seismic prone areas. For example, many of these buildings are included on the list of unreinforced masonry buildings for the City of Oakland. These structures pose problems for their respective owners, who are



reluctant to reinvest in seismic retrofitting because of the building's aged design and obsolescence.

- Kennedy Tract Area

Many of the older buildings in this subarea present problems for brokers advertising their functional uses to potential clients. Of the brokers interviewed, many suggested that these obsolete buildings were vacant for longer periods than comparable newer designed buildings with the same square footage. Some cite inadequate bay loading doors, ceiling heights, inadequate parking and lot sizes as reasons for the high vacancies. Others suggest costs for conversion to accommodate design standards suitable for some manufacturing needs are greater than the assessed values of some buildings. According to some brokers, some older industrial buildings in the area have available space with no potential users resulting in high vacancies. This may be attributed to the lots on which these buildings are situated that are also too small for some industrial operations that require more space and flexibility to provide efficient maneuvering of truck trailer loading activities.

Another problem is the lack of roll-up doors on many of the older warehouse buildings. For some light-manufacturing operations, several doors are needed to provide access for fork-lifts to load and unload awkward or bulky cargo. Many of the buildings sampled in this area have either one or no doors to allow this activity; a hindrance for dock workers unloading and loading cargo without the assistance of mechanical lifts.

In addition, a large sample of buildings in this area are on small lots. These lots are inconsistent with the size of most buildings surveyed in the area. Largely because these buildings represent an odd or irregular shape and lack sufficient setbacks and screening on sides of adjacent residential properties. These conditions also impede truck parking, many owners limit truck parking, most trucks are parked in public right-of-ways.

While the portion of the subarea located near Kennedy Avenue reflects a healthy mix of buildings, the northern portion of the area shows an increasing number of underutilized and vacant buildings. Obsolete buildings that cannot support a variety of businesses account largely for these vacancies.

Buildings in the Glascock and Kennedy Tract areas are impractical and obsolete for some industrial uses that would stimulate investment in the survey area. Although rent is very low in these areas, the cost for refitting the buildings to match the manufacturing demands of today is restricted thus reinforcing reasons for non-investment in the area. These conditions generally affect smaller industrial buildings, under 15,000 square feet in size, which were originally designed for single tenant users in the survey area.



b) Hazardous Materials and Uses

The clean-up of toxic areas is costly for local, state and federal agencies. In addition, it is a major disincentive to development and investment in areas that are publicly advertised as having hazardous material waste sites. Business retention and investment can decline sharply in local areas where these conditions exist. As part of its Emergency Response Program, the City of Oakland has identified all potential and confirmed hazardous material sites and businesses that are licensed to handle such material within its local boundaries. This information is stored on a computerized database maintained by the Office of Emergency Services and Response. For this analysis of toxic and hazardous waste sites, staff used information provided by the City's database to identify potential hazardous material sites. For confirmed fuel contaminated sites, information was obtained from Alameda County's Department of Environmental Health database of the Local Oversight Program.

A total of 52 sites was identified from the City's database as having confirmed or potential hazardous materials. Of the 52 sites, approximately 24, or 47% of these facilities were confirmed to have storage pipes that have contaminated site within the area. According to the County, most are electroplating, refrigeration, metal fabrication, and other light manufacturing facilities. In addition, several gas stations, auto service and other automotive repair shops are among the businesses in the area that use hazardous materials. A majority of these facilities have underground storage tanks that may leak into the soil and groundwater.

Many of these facilities are in heavily populated residential/industrial tracts in the survey area. As illustrated on Figure 2-13, sites with potential toxic and hazardous materials are unevenly dispersed along East 12th Street, East 14th Street, Kennedy Avenue and 29th Avenue. As shown on Figure 2-14, many contaminated sites resulting from leaking underground storage tanks are present throughout the area, specifically along 29th Avenue, East 14th Street, and the railroad tracts north of Kennedy Avenue and Lancaster Street. Sites with above or underground storage tanks associated with fuel comprise the majority of potential and confirmed toxic sites. In the past, many of these sites were associated with industrial operations that used heavy solvents for cleaning metals and other materials.

Remedial measures have been established as required by the Health and Safety Code to track and monitor sites with known contamination from leaking storage underground tanks. The State Water Resources Control Board (WRCB) also requires permitting of all underground storage containing hazardous substances. Some sites are allowed to discharge specified levels of chemicals under their waste discharge requirements. These measures are tracked and regulated by state laws for underground storage permitting, construction, installation, and leak detection monitoring.



Figure 2-13 – Potential Hazardous Material Sites

Kennedy-Fruitvale Redevelopment Survey Area



Scale:

0.5 0 0.5 Miles

Legend:

- I-880
- Potential Hazardous Material Sites
- City Streets
- Outside Survey Area
- Major Intersections
- Hydro
- land
- water

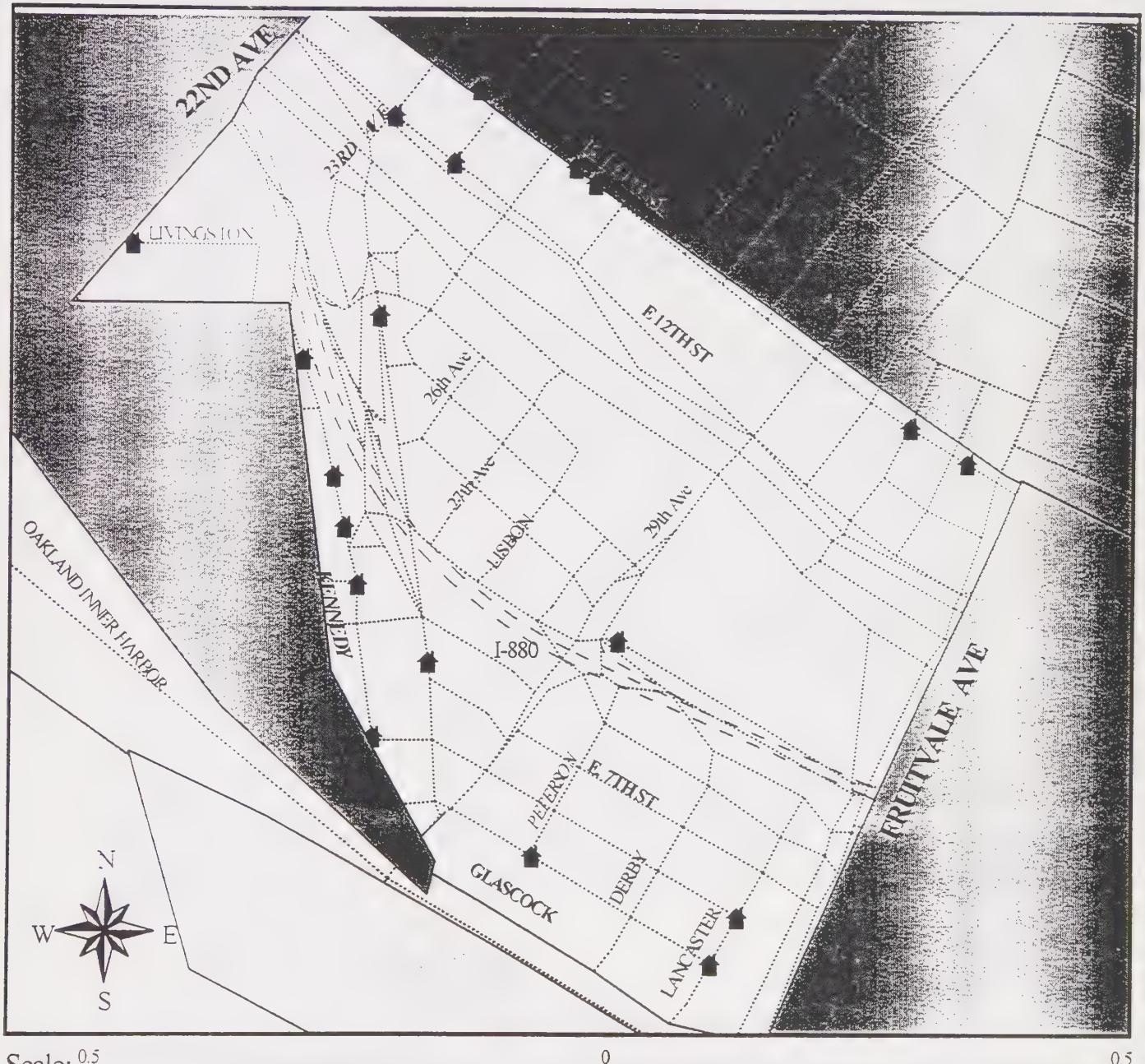
Regional Context Map:





Figure 2-14 – Confirmed Hazardous Material Sites

Kennedy-Fruitvale Redevelopment Survey Area



Scale: 0.5

0

0.5 Miles

Legend:

- Confirmed Hazardous Material Sites
- I-880
- City Streets
- Outside Survey Area
- Major Intersections
- Hydro
- land
- water

Regional Context Map:





c) Adjacent or Incompatible Uses

The survey area has several adjacent or incompatible uses that pose problems for the City and local residents. Incompatible uses identified in the field include: residential and industrial, and residential and automobile-related shops, among others. Most are either encroaching upon edge problems or present characteristics of specific land uses that are directly in conflict with each other. Land use conflicts identified in the survey area include residential and industrial edge problems in which industrial uses produce noise, odor or visual conditions that conflict with adjacent residential areas (see Figure 2-15).

Specific examples of zones where incompatible land use conflicts appear in the survey area are as follows:

Residential/Automotive-Related Shop Conflicts: Auto body shops conflict with residential dwellings on East 7th Street between 23rd Avenue and 29th Avenue. In this area, neighboring streets are congested with parked vehicles related to the body shop which limits street-parking for visitors and residents. This is due to a lack of adequate on-site parking for most automobile repair shops in the area.

Transportation and Residential Conflicts: Several single-family homes are adjacent to the 29th and Fruitvale Avenue, and 23rd Avenue access ramps for Interstate 880. These areas are often congested from vehicles entering and exiting the freeway. As a consequence, residents experience difficulty backing out of their driveways onto the street. The flow of traffic is impaired, resulting in traffic congestion on certain streets.

In addition, incompatible land use conflicts have the potential of creating other problems in an area. For example, many of the heavily traveled thoroughfares (23rd Avenue, 29th Avenue and Fruitvale Avenue) are in need of repair or resurfacing. Street surfacing and other public infrastructure improvements are more needed in areas where conflicting zones share a common boundary.

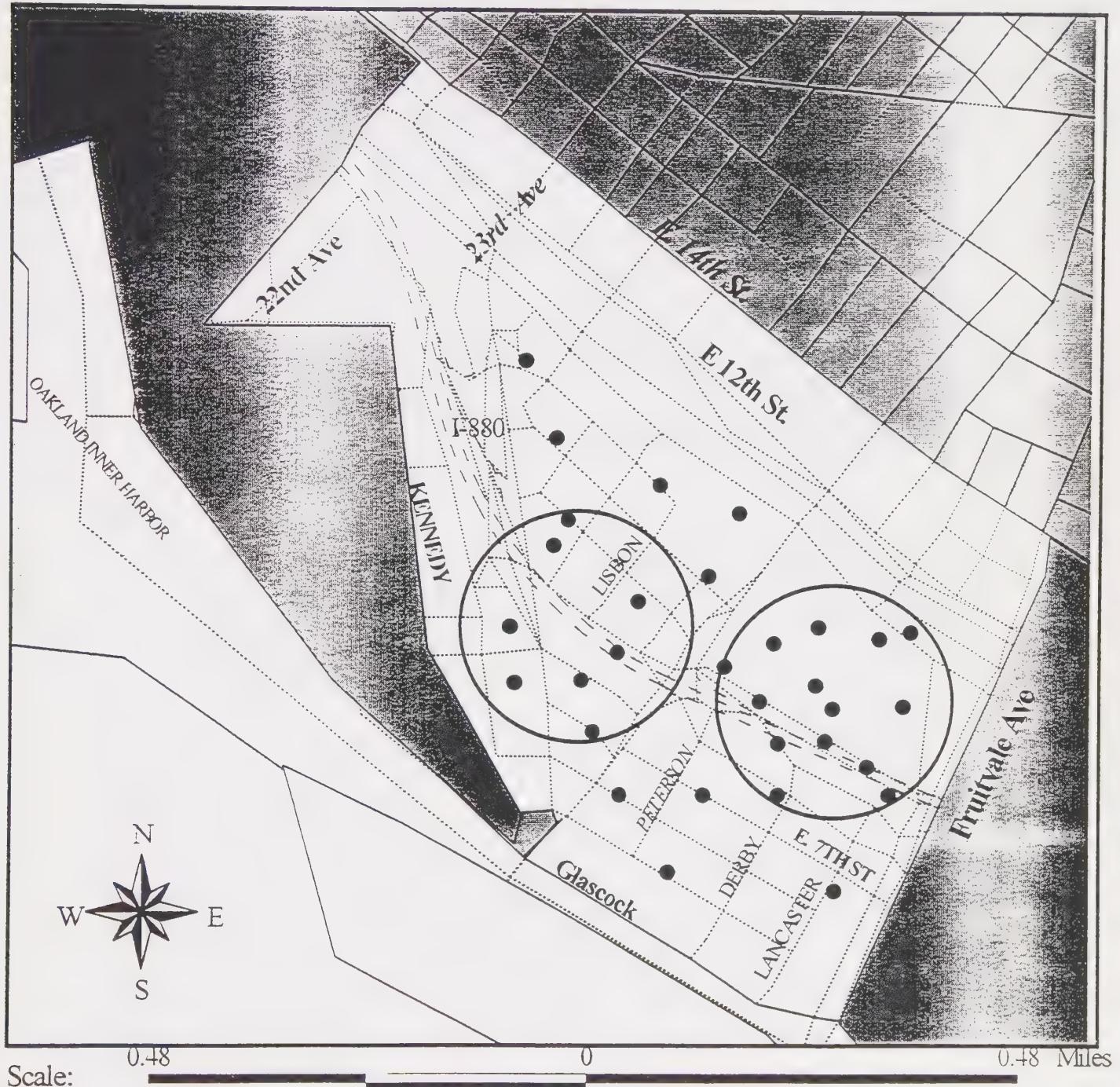
d) Inadequate Public Infrastructure

The City of Oakland's Five Year Capital Improvement Program identified several major projects that would improve and repair the City's declining infrastructure. Major projects that are pertinent to the aged infrastructure in the survey area include the following:

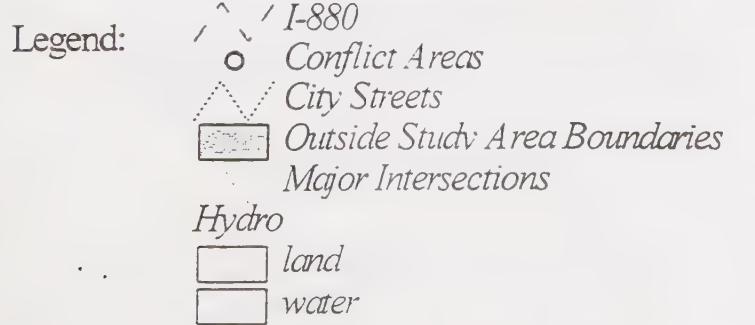
- **Sewer and Storm Drains--** The City's storm drainage system is badly deteriorated and many portions need repair or replacement. Proposed projects to rehabilitate or replace existing sewer lines will eliminate the discharge of untreated pollutants. This problem is aggravated during wet weather conditions when untreated wastewater flows into streets and storm drain systems. In addition, rehabilitated sewers will reduce the infiltration of storm



Figure 2-15— Incompatible Uses  
Kennedy-Fruitvale Redevelopment Survey Area



Scale:





water into the sewer system. Some of these projects have been funded in the Five Year Capital Improvement Program, while others are in need of funding. The majority of unfunded projects involve rehabilitation of sewers and storm drains, replacement of defective sewer pipes and construction of additional sewer pipes to alleviate overflow problems. The California Regional Water Control Board may require the City to further improve its existing aged sewer system to meet current regulatory standards for storm water discharges.

- Streets -- City streets are in need of resurfacing and upgrading, widening and other improvements to increase circulation and improve public safety in sections of the City. East 14th Street and sections of Fruitvale Avenue are among the streets targeted for improvements over the next five years. The City has allocated only about \$15,000 dollars of Measure B funds to enhance and resurface streets in this area. There are other funding sources available to the City for structural improvements; however, these funds are limited and the City would have to compete with other municipalities for an allocation of federal and state resources.
- Traffic Signals -- The City's Five Year Capital Improvement Program identified certain locations where public safety would be greatly improved with the installation of traffic signals. The intersection of 23rd Avenue and East 11th Street is one of the traffic signal projects identified in the program. This traffic signal will improve pedestrian safety while reducing the number of vehicular accidents.

Although most of these projects are funded by the City's Five Year Capital Improvement Program, there are other infrastructure projects lacking funds in the survey area. Specifically, streets that are troublesome for motorists to drive, roadways that are unpaved and other public improvements that would upgrade the infrastructure in the survey area. The City's infrastructure is in need of capital improvements and additional funding to alleviate its deterioration. The City's projected financial resources are stretched across several backlogged and deferred projects because of past budget cut-backs. Of the projects identified by the City as priority over the next five years, at least an estimated \$16.2 million worth of projects are still unfunded. In addition to these identified needs, many other needs continually arise that are covered under regional utility companies. For example, many water pipes are old and deteriorating requiring service and maintenance periodically in the survey area.

There are four water main pipe segments identified by EBMUD as candidates for replacement in the survey area (see Figure 2-16). These pipes are located in the following areas:

- Calcot Place and 23rd Avenue
- 22nd Avenue and Livingston Street



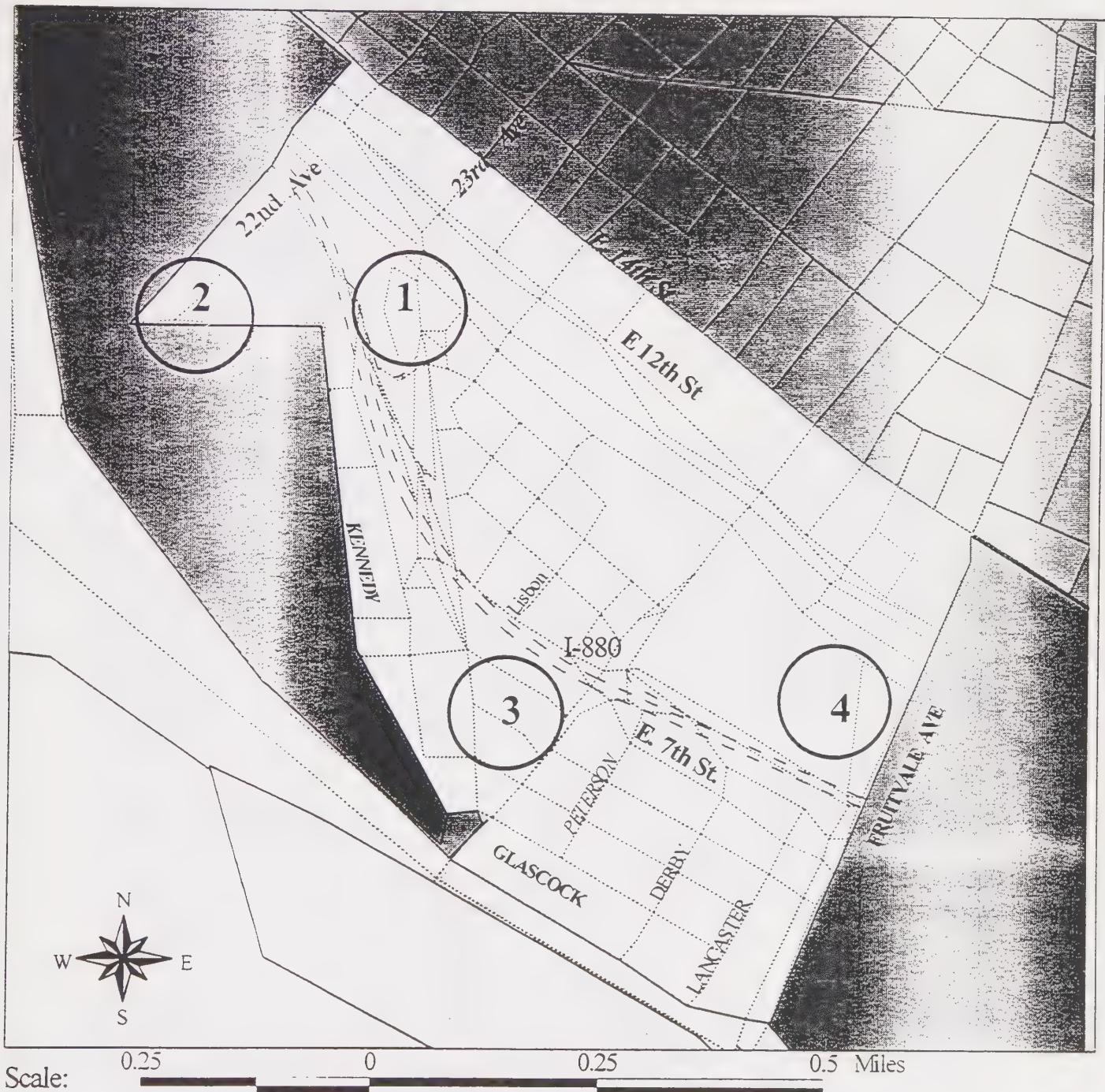
- East 7th Street between Kennedy Street and 29th Avenue
- Fruitvale Avenue between East 10th and East 14th Street.

These projects are consistent with the City's identified public infrastructure improvements. However, infrastructure in other sections of the survey area will lack necessary improvements or upgrading. Aged or inadequate infrastructure or a lack of public improvement in the Kennedy-Fruitvale Survey Area greatly contributes to its declining conditions. As a consequence, these conditions aggravate the blight that is prevalent throughout this area.



Figure 2-16-- EBMUD: Proposed Pipe Replacements

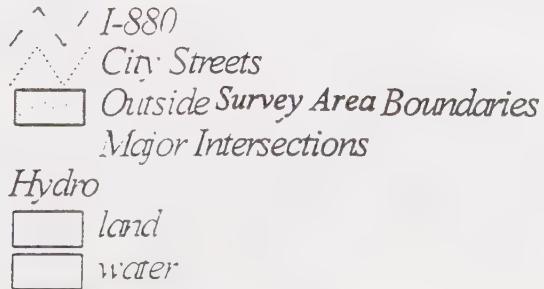
Kennedy-Fruitvale Redevelopment Survey Area



Scale:

0.25 0 0.25 0.5 Miles

Legend:



Proposed Pipe Locations:

1. Calcot Pl. & 23rd Ave
2. 22nd Ave & Livingston St.
3. E 7th St. between Kennedy St. & 29th Ave
4. Fruitvale Ave between E. 10th & E. 14th Streets



## C. ECONOMIC BLIGHT

### 1. *Depreciated or Stagnated Property Values*

Depreciating and stagnant property values act as a disincentive to investment in an area because property owners are not likely to see a return on their investment. A lack of investment spurs a cycle of declining property values and disinvestment. Over time, this can lead to the deterioration of an area's economic health that is difficult to reverse. Depreciating property values, declining retail sales and a lack of building permit activities signify the presence of economic blight.

#### a) Retail Sales Performance

Declining retail sales are indicators that businesses are not benefiting from their present location or that market conditions are in a slump. According to market analysts, when businesses are unable to achieve their projected sales volumes they have limited rent-paying abilities. As a direct consequence, owners are unable to extend leases held by tenants for generating building maintenance costs. Tenants either relocate to other areas where there are lower rates that are economically more feasible or they defer necessary building maintenance. Inadvertently, both events are detrimental to the economic vitality of businesses in commercial districts. If a building's maintenance is deferred, it becomes less appealing to prospective businesses opting to lease commercial and retail space. In addition, if tenants relocate to other areas building vacancies occur and indirectly contribute to declining retail sales.

Retail sales information for the Kennedy-Fruitvale Survey Area as outlined in Table 2-4 was obtained from Hinderliter, de Llamas and Associates. As this table shows, sales have dropped over 37% between fiscal years 1988/89 to 1994/95 at an average of five percent per year. In comparison, taxable sales in the City of Oakland have marginally decreased by six percent during this period. This indicates that sales in the area have decreased substantially compared with other areas of the City.

In comparison, taxable sales for Alameda County were obtained from the State Board of Equalization for seven fiscal years, 1988/89 through 1994/95. An assessment of total taxable sales in Alameda County revealed an increase of approximately seven percent, or an average of 1% per year during this period (see Table 2-4). Total taxable sales in the County amounted to \$14.3 billion during 1990, a significant increase of \$3.2 billion dollars. These figures show that some areas are benefiting from a healthy economy while others are not, specifically, the Fruitvale-Kennedy Area.

An assessment of subareas within the Kennedy-Fruitvale area revealed that most businesses experienced substantial decreases in sales (see Figure 2-17). These decreases are likely influenced by changes in other commercial markets. For example, in some areas sales decreased over 20% while other areas remained constant. A further analysis revealed three



**Table 2-4**  
**RETAIL SALES ALLOCATIONS BY AREA**  
**KENNEDY-FRUITVALE SURVEY AREA**

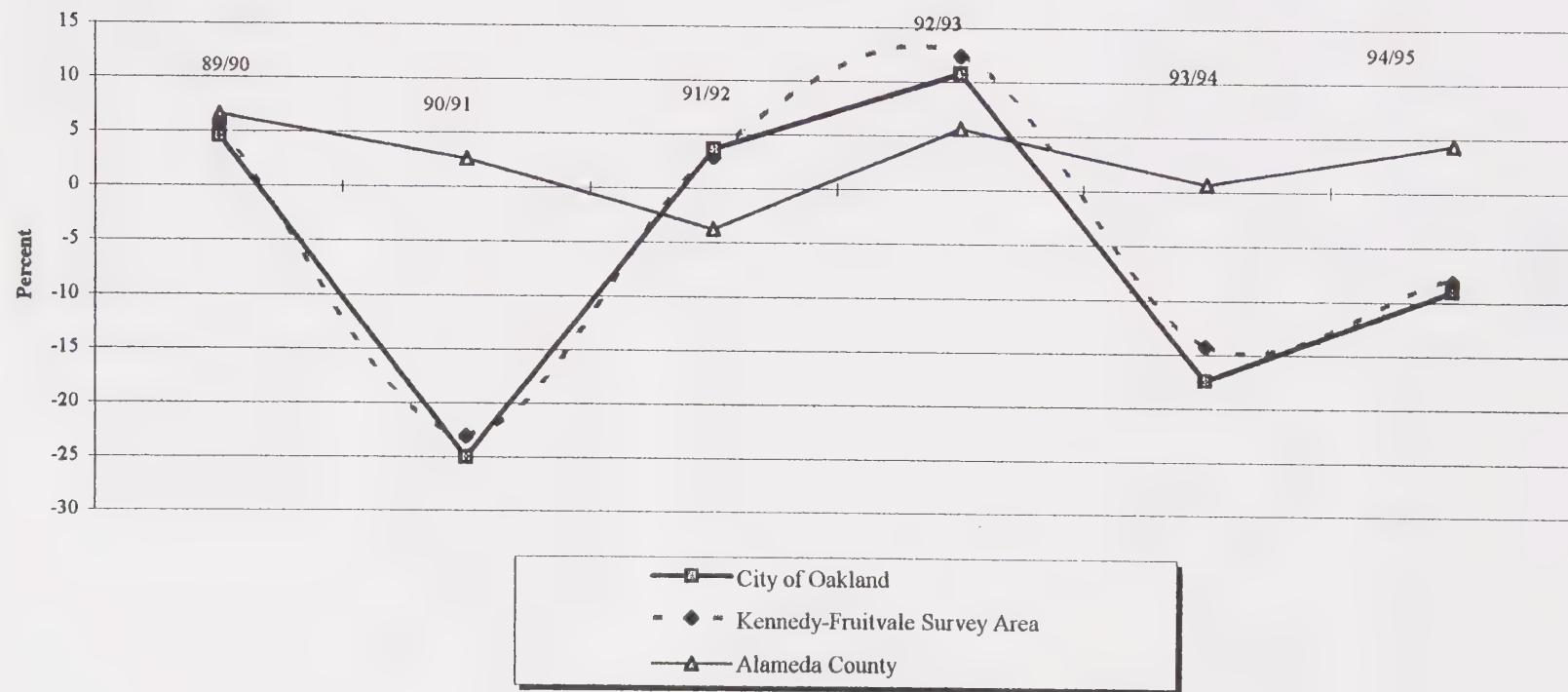
Area	Fiscal Year 1988-1989	Fiscal Year 1989-1990	Fiscal Year 1990-1991	Fiscal Year 1991-1992	Fiscal Year 1992-1993	Fiscal Year 1993-1994	Fiscal Year 1994-1995	% Change 1989-1995	Average Change Per Year
<b>2300-2699</b>									
E. 14th Street	\$60,459	\$65,020	\$53,359	\$70,513	\$65,121	\$54,365	\$43,174	-28.6%	-4.08%
<b>2700-3299</b>									
E. 14th Street	\$120,244	\$90,517	\$76,517	\$72,779	\$110,384	\$103,170	\$95,880	-20.5%	-2.9%
<b>400-899</b>									
29th Avenue	\$10,948	\$7,179	\$11,290	\$10,144	\$8,754	\$8,191	\$7,168	-34.6%	-4.94%
<b>900-1399</b>									
29th Avenue	\$25,920	\$25,064	\$22,669	\$16,697	\$15,039	\$17,658	\$16,525	-36.3%	-5.18%
<b>Glascock Tract Area</b>									
Glascock Tract Area	\$40,669	\$42,713	\$44,007	\$36,059	\$24,799	\$19,469	\$22,713	-44.2%	-6.31%
<b>Kennedy Tract Area</b>									
Kennedy Tract Area	\$257,093	\$280,705	\$172,154	\$199,280	\$208,654	\$166,166	\$137,665	-46.5%	-6.64%
<b>Total Survey Area</b>									
Total Survey Area	\$515,333	\$511,198	\$379,996	\$405,472	\$432,751	\$369,019	\$323,125	-37.3%	-5.32%
<b>Oakland</b>									
Oakland	\$27,396,183	27,106,535	\$26,583,728	\$26,372,973	\$25,956,974	\$25,134,916	\$25,605,852	-6.6%	-0.94%
<b>Alameda County</b>									
Alameda County	\$122,634,494	\$130,817,308	\$134,237,422	\$129,148,823	\$136,612,371	\$137,438,979	\$143,542,994	+17.0%	+2.42%

Source: Hinderliter, de Llamas and Associates



Figure XVII

RETAIL SALES TRENDS  
KENNEDY-FRUITVALE SURVEY AREA





significant trends: (1) there was a substantial increase in sales of 58% (in the 400 to 899 blocks of 29th Avenue) during 1990/91, (2) there was an increase on the commercial corridor of East 14th Street (in the 2200 to 2699 blocks) from 10% to 28% between fiscal years 1989/90 and 1990/91, and (3) there was a sharp downward trend in sales among businesses during 1992/93 in the 2700 to 3299 blocks of East 14th Street. Thus, sales declined in all areas, on an average from 2.9% to a high of 6.8%. Generally, these subareas never regained a volume of sales to indicate market conditions were improving. However, Alameda County experienced some relief from depressed market conditions by a net increase in sales averaging 2% per year.

Declining retail sales are economic indicators of markets that have stagnant and depreciating property values for retail and commercial spaces. Many property owners are unable to recapture their investments or rehabilitation costs because of higher prices or rents, building maintenance and structural repairs are deferred. Property owners focus more on tenant retention rather than building maintenance and their properties become impaired investments. Impaired commercial and retail properties generally contribute to a decline in retail sales resulting from a low level of consumer patronage.

b) Building Permit Activities

Low building permit activities are an indication of impaired investments or a lack of investment in an area. Building permit data obtained from the City reveals that building construction and demolition activity within the survey area has been slow compared to other areas. Since 1987, a total of 33 building permits were issued and approved for new construction projects (see Table 2-5). These include residential improvements, industrial renovation and commercial conversions. This represents a private investment of approximately \$111,000 dollars; however, this amount is far too low to provide the level of maintenance and rehabilitation required to improve the building stock in the area. In addition, 10 demolition permits were approved during this same period from 1987 to 1995.

The condition of the housing stock in an area is one indication of a slow rate of building permit activities. In the survey area some buildings have exceeded their life expectancy and are deteriorated and dilapidated. According to the U.S. Census data, approximately 47% of units or 1,017 out of 2,184 dwellings in the survey area were built before 1940 (see Table 2-6). The life expectancy of residential structures without subsequent remodeling is approximately 30 years. Given this standard, many buildings have far exceeded their life expectancy and economic age.

The geographical distribution of approved permits illustrates that a small concentration of construction activities occurred in the Kennedy Tract area (see Figure 2-18). This is attributed to residential improvements, commercial renovations and adaptive re-use conversions on older manufacturing buildings. A further analysis of building permit activities revealed that older buildings in the Glascock Tract area will continue to decline from a lack of investment. There were only four permits approved in the Glascock Tract Area, compared to 29 in other sections of the survey area. In addition, most of the dilapidated and deteriorating buildings that were identified by staff in the field survey are in this area.



Table 2-5

**BUILDING PERMIT ACTIVITY (1987-1995)**  
**KENNEDY-FRUITVALE SURVEY AREA**

<u>Year</u>	<u>Kennedy - Fruitvale Survey Area</u>			<u>City of Oakland</u>	
	<u>Demolition (#)</u>	<u>Construction (#)</u>	<u>Total Permit Value<sup>1</sup> (1,000)</u>	<u>Total (#)<sup>3</sup></u>	<u>Total Estimated Permit Value (1,000)</u>
1987	1	3	\$27	270	\$88,738
1988	2	6	\$38	397	\$87,315
1989	1	7	\$33	392	\$222,344
1990	1	6	0	386	\$166,271
1991	0	5	\$13	441	\$127,966
1992	0	1	0	420	\$287,720
1993	0	0	0	398	\$88,965
1994	0	0	0	610	\$338,949
1995	5	5	\$100	535	\$644,500
<b>TOTAL</b>	<b>10</b>	<b>33</b>	<b>\$211</b>	<b>3,849</b>	<b>\$2,052,768</b>
<i>Survey Area As % Total City Permit Value</i>			----- <sup>4</sup>		
<i>9-Year Average</i>		4		427	
<i>Average Permit Value</i>			\$23		\$228,085
<i>Survey Area as % of City Value</i>			----- <sup>4</sup>		
<i>Survey Area as % of Land Area<sup>2</sup></i>			----- <sup>4</sup>		

<sup>1</sup> Estimated value of work as reported on the permit by applicants.

<sup>2</sup> Estimated land area for the Kennedy-Fruitvale Area is 264 acres and 35,900 acres for the City of Oakland (per U.S. Census).

<sup>3</sup> Data not disaggregated between demolition and construction permits.

<sup>4</sup> The actual percentage is less than 1%.

Source: City of Oakland, Office of Planning and Building



Table 2-6

**HOUSING STOCK BY AGE**  
**KENNEDY-FRUITVALE SURVEY AREA**

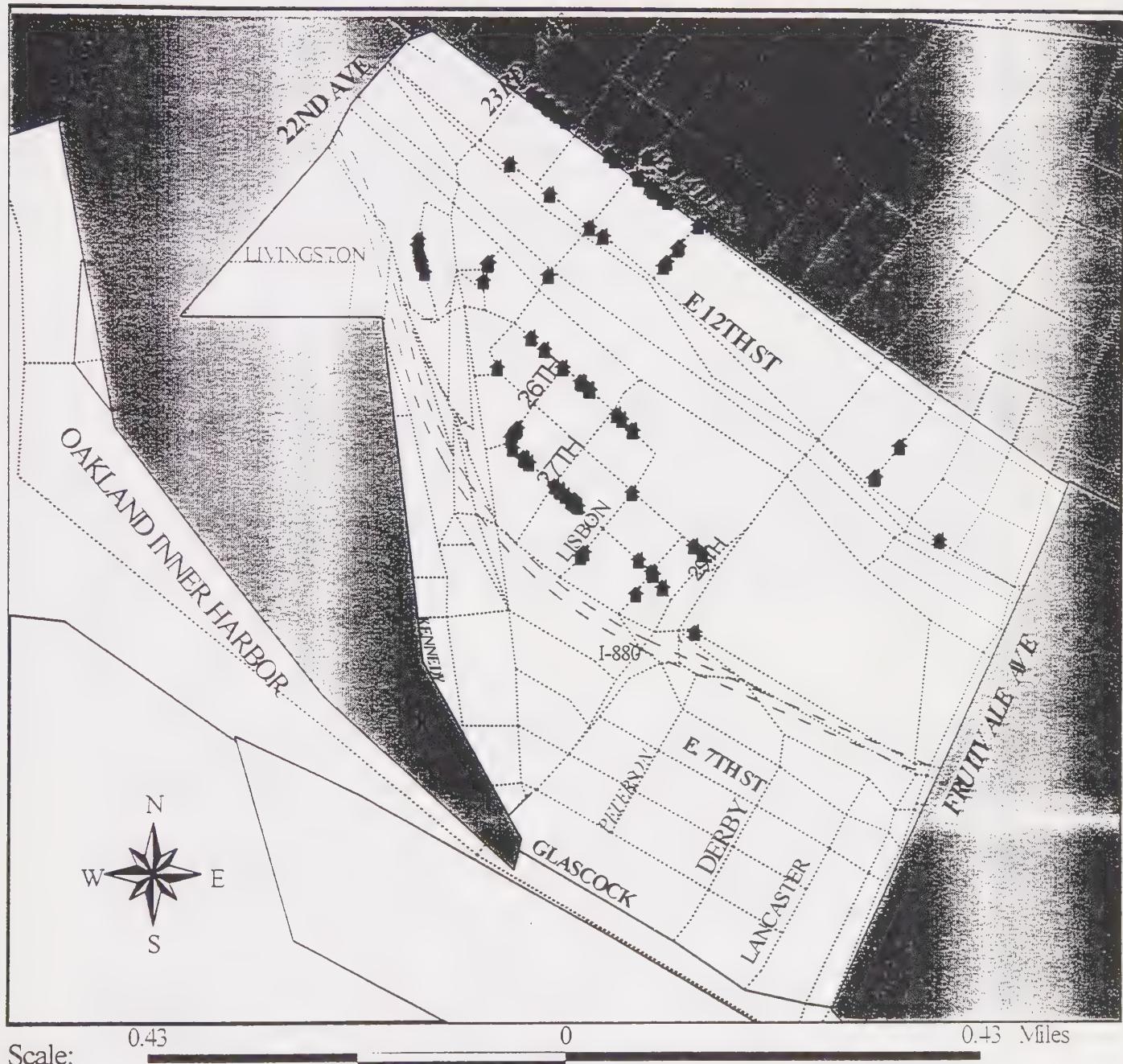
<b>Census Tracts</b>	<b><u>Year Built</u></b>							
	1989 to 3/90	1985 to 1988	1980 to 1984	1970 to 1979	1960 to 1969	1950 to 1959	1940 to 1949	1939 and Earlier
4060	12	158	74	195	117	107	129	396
4061	0	47	0	38	26	97	167	621
<b>Project Area Totals</b>	<b>12</b>	<b>205</b>	<b>74</b>	<b>233</b>	<b>143</b>	<b>204</b>	<b>296</b>	<b>1,017</b>
<b>% of Project Area Total</b>	<b>0%</b>	<b>9%</b>	<b>3%</b>	<b>11%</b>	<b>7%</b>	<b>9%</b>	<b>14%</b>	<b>47%</b>
<b>City of Oakland</b>	<b>1,097</b>	<b>4,449</b>	<b>5,101</b>	<b>13,930</b>	<b>22,751</b>	<b>22,041</b>	<b>26,859</b>	<b>58,509</b>
<b>% of City Total</b>	<b>1%</b>	<b>3%</b>	<b>3%</b>	<b>9%</b>	<b>15%</b>	<b>14%</b>	<b>17%</b>	<b>38%</b>
							<b>City Total: 154,737</b>	

Source: 1990 U.S. Census



# Figure 2-18– Building Permit Activity

## Kennedy-Fruitvale Redevelopment Survey Area



Scale:

0.43 0 0.43 Miles

Legend:

- Building Permits: Construction and Demolition
- I-880
- City Streets
- Outside Survey Area
- Major Intersections
- Hydro
- land
- water

Regional Context Map:





The value of the work reported by permit applicants demonstrates that reinvestment in the building stock has been low in the Kennedy-Fruitvale Survey Area. The average value of work reported by applicants was \$23,000 dollars compared to the City's estimated average of \$427,000 dollars. A total of \$211,000 dollars were invested in the building stock between 1987 and 1995, compared to approximately 2.1 billion dollars for the City as a whole during this period. Thus, the total value of work performed in the survey area represents less than one hundredth of 1 percent of the total work performed within the City. It also indicates a substantially low rate of investment in the area.

c) Relative Rental Rates/Values

Depressed leasing rates and low property values are the results of an oversupply of obsolete and deteriorating commercial/retail buildings in the area. However, there is relatively less demand for buildings that require improvements and renovations. Perhaps the most difficult task among property owners under these conditions is attracting tenants without offering tenant improvements, rental abatements and other concessions. Property owners are reluctant to retrofit or refurbish office space due to tight cash flow and narrow margins. Most brokers agree this is a contributing factor to low leasing rates and the diminishing pool of tenants willing to locate in the area.

1. Office

According to leasing information obtained from the real estate firm of Cushman and Wakefield, some areas of the Oakland market have shown improvement in leasing activities. Oakland's non-CBD markets have improved over the past year based on third quarter 1995 rental rates for Class A and B office space (see Table 2-7). However, in the survey area, Class B office space rents were slightly lower than other submarkets. In the San Leandro/San Lorenzo, Richmond, Berkeley, Emeryville and Fremont/Newark submarkets rental rates increased while rents in the survey area remained constant, averaging a gain or loss of one percent.

According to brokers interviewed, leasing activity in the survey area are above the levels achieved last year. Comparably, one year ago, this submarket was averaging rental rates ranging from \$.75 to \$.90 per square foot per month. The third quarter 1995 average asking rental rates for Class B office space in this submarket ranged from \$.80 to \$.95 per square foot per month. On average, both the high and low ranges of asking rates were slightly lower than other non-CBD areas in the City (see Table 2-8).

For analysis, staff compared available leasing information for some East Bay submarkets with Class B office space in the survey area. As shown on Table 2-8, office space in other submarkets generated higher asking rents than the survey area. This is largely due to a substantial increase in sublease activities in these submarkets; however, there are fewer sublease opportunities in the survey area. It is possible that competition from submarkets



Table 2-7

**OFFICE COMPARABLES**  
**KENNEDY-FRUITVALE SURVEY AREA**

<b>Rental Rates (SF Asking)<sup>1</sup></b>				
Area	Class A Office	Class B Office	All Class Rents	Vacancy (3rd Quarter 1995)
<b>Kennedy-Fruitvale Area<sup>2</sup></b>	<b>N/A</b>	<b>\$80 - \$90</b>	<b>\$80 - \$90</b>	<b>15 - 30.0%<sup>3</sup></b>
Oakland Non-CBD	\$1.25 - \$2.10	\$80 - \$2.31	\$80 - \$2.31	11.0%
San Leandro/San Lorenzo	N/A	\$49 - \$1.55	\$49 - \$1.55	10.3%
Richmond	N/A	\$86 - \$1.65	\$86 - \$1.65	27.8%
Berkeley	N/A	\$80 - \$2.05	\$80 - \$2.05	14.6%
Emeryville	\$1.65 - \$2.10	\$85 - \$1.75	\$85 - \$2.05	5.0%
Hayward/Union City	N/A	\$65 - \$1.85	\$65 - \$1.85	19.2%
Alameda	N/A	\$85 - \$2.23	\$85 - \$2.23	31.8%

<sup>1</sup> Rents quoted are asking rents, per square foot, fully serviced. Effective rents are estimated to be about 10% -15% lower, typically based on 2-3 mos. of free rent, according to the brokers

interviewed.

<sup>2</sup> Based on Broker interviews and rental rates in Black's Guide, 1996.

<sup>3</sup> Vacancy rates were unavailable from standard sources; however, an estimated range is provided based on information received from brokers.

Source: Cushman and Wakefield of California Research Services



Table 2-8

**ASKING RENTS FOR COMPARABLE BUILDINGS**  
**KENNEDY-FRUITVALE SURVEY AREA**

<u>Building Location</u>	<u>Asking Full Service Monthly Rent</u>	<u>Maximum SF Available</u>	<u>Year Built</u>	<u>Comments</u>
St. Josephs Professional Center 2647 East 14th Street	\$10.20-12.00 <sup>1</sup>	18,783	1982 Renovated	5-story building with limited on-site parking Total Bldg. SF: 76,415 Typical Floor SF: 15,283
Commercial Offices 2648 East 14th Street	\$9.60-12.00	3,100	1989 Renovated	8-story building with adequate parking Total Bldg. SF: 50,000 Typical Floor SF: 3,200
Pacific Building 600-610 16th Street	\$7.80-9.60	3,000	1912	5-story building with parking Total Bldg. SF: 50,000 Typical Floor SF: 3,200
Broadlake Plaza 360 22nd Street	\$12.00-15.00	14,777	1957	8-story building with parking and renovated offices Total Bldg. SF: 115,000 Typical Floor SF: 19,500
Union Bank Plaza 460 Hegenberger	\$12.00	781	1974	7-story building with on-site parking Total Bldg. SF: 135,013 Typical Floor SF: 781
Coliseum Office Plaza	\$9.48	55,000	1978	3-story building with adequate parking Total Bldg. SF: 75,000 Typical Floor SF: 25,000
Air Park Plaza 433 Hegenberger Rd.	\$13.20	9,582	1979	2-story building with adequate parking Total Bldg. SF: 43,992 Typical Floor SF: 25,000

<sup>1</sup> Rents quoted are asking rents, per square foot, on an annual basis.

Source: Broker Interviews, Black's Guide, 1996



outside the area is too numerous. For example, Berkeley, San Leandro and Hayward business owners are offering tenant concessions and creative leasing arrangements that meet the needs of high-tech firms soliciting office space in prime locations. According to brokers interviewed, lease transactions in the survey area are taking longer to consummate than in past years. Thus, vacancies in the survey area are higher than other East Bay submarkets.

## 2. Industrial

Industrial rents throughout the survey area have remained uniform with other areas in East Oakland averaging between \$.20 to \$.35 per square foot (see Figure 2-19). These asking rents are 5% to 10% percent lower than comparable space in San Leandro. This shows that the inventory is leasing at a very slow rate compared to other East Bay areas. The majority of the industrial inventory within the survey area consists of larger older obsolete buildings. According to brokers interviewed, the majority of these spaces have been further subdivided and are inappropriate for the physical requirements of new distribution outlets. Furthermore, a great deal of the available industrial sites are functionally obsolete due to their architectural designs. This is common among many industrial spaces in the Glascock area; these buildings were built for specific industrial activities pre-dating the 1950s.

The industrial market in the survey area has changed over the years. Many industrial users have moved out leaving behind buildings which are difficult to reuse for other industrial activities. However, where space is available, small warehouse users are negotiating lease agreements with owners for occupancy. According to brokers interviewed, the availability of low rental rates and short term leases in the area attract some industrial users. Even though many obsolete buildings are difficult to rent to industrial users who are willing to pay higher rents. Lease renewal negotiations on occupied space is decreasing slightly for some tenants in selected locations.

## 2. Abnormally High Business Vacancies

### a) High Vacancies

High vacancy rates and moderate rents indicate an unhealthy market and the lack of incentives offered in areas to attract higher paying tenants. The survey area is in a market of high vacancies, tenants are reluctant to rent or lease buildings that suffer from structural decay. This is apparent from the high rate of vacancies among commercial and residential buildings in the Kennedy-Fruitvale Survey Area.

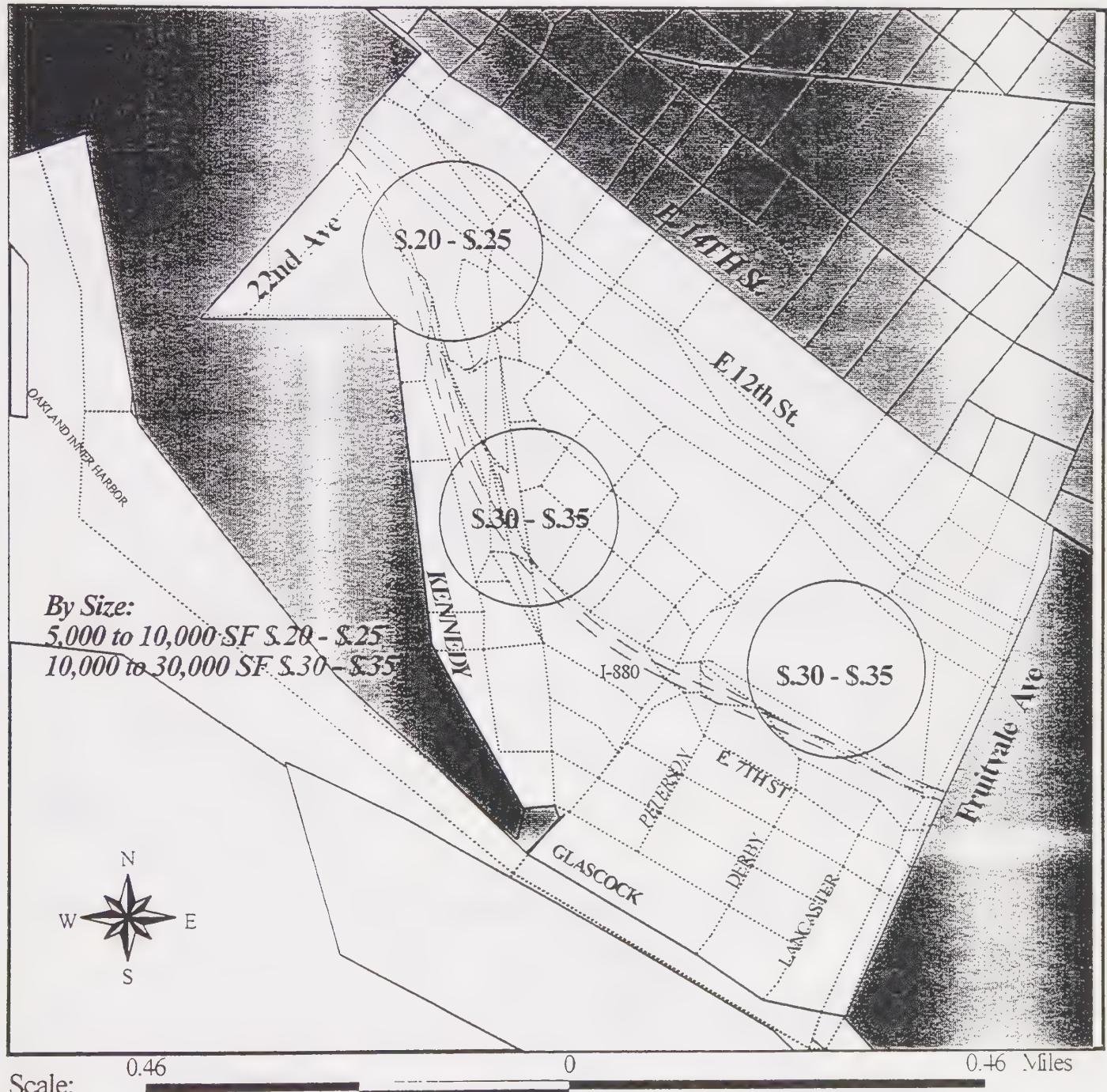
#### Residential

The survey area has an overall higher housing vacancy rate than the City of Oakland. According to the 1990 U.S. Census, vacancy rates for both census tracts 4060 and 4061 were 9.0% and 7.7% respectively, compared to 6.6% for the City of Oakland (see Figure 2-20). This may be attributed to the low perceived investment value of the area and other market



Figure 2-19-- Industrial Rent Ranges By Building Size

Kennedy-Fruitvale Redevelopment Survey Area



Legend:

- / \ / I-880
- City Streets
- Outside Survey Area Boundaries
- Major Intersections
- Hydro
- land
- water

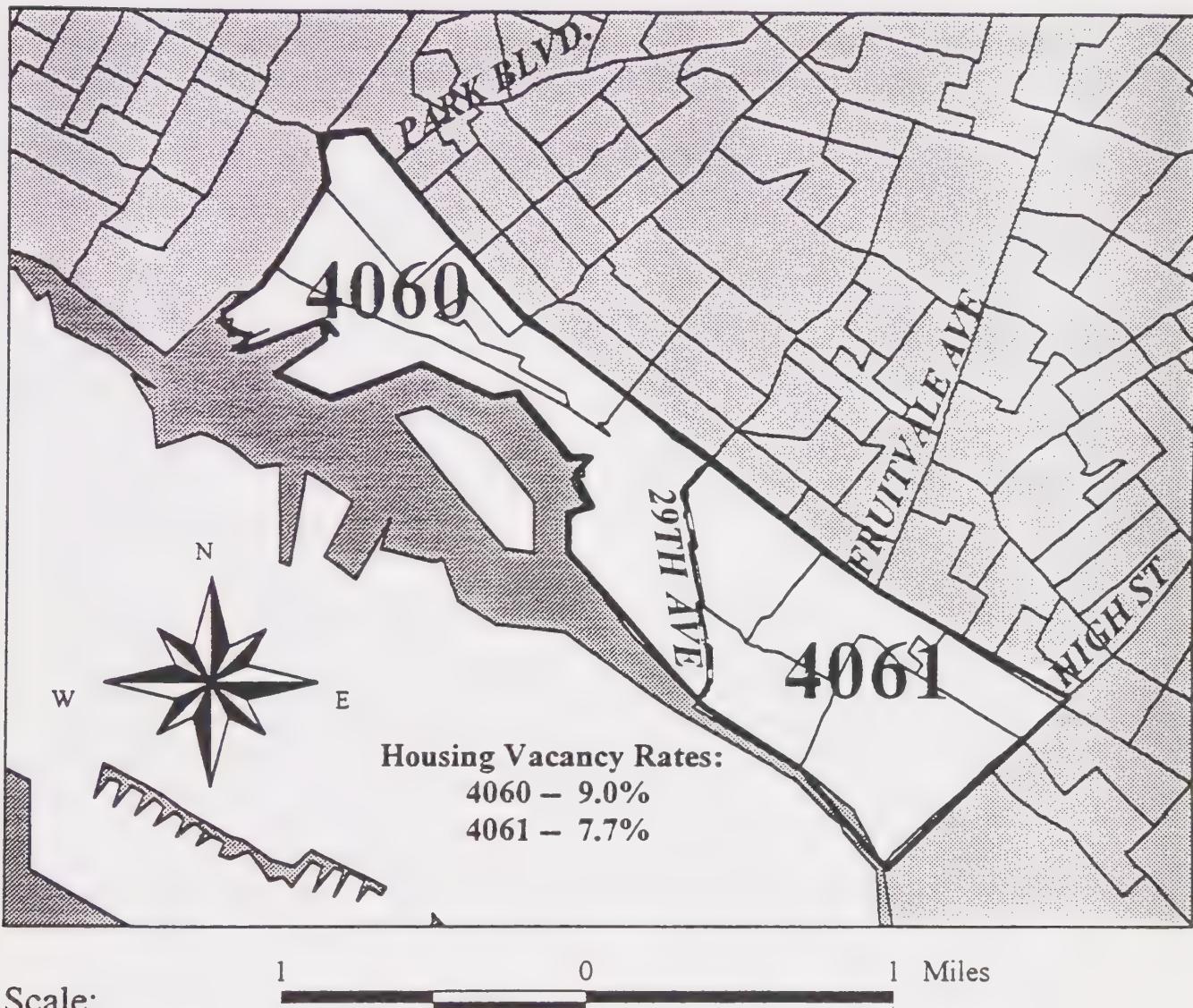
Regional Context Map:





Figure 2-20 -- Housing Vacancy Rates by Census Tracts

Kennedy-Fruitvale Redevelopment Survey Area



Legend:

- Census Tracts
- 4060 and 4061
- Major Streets and Tract Boundaries
- Hydro
- land
- water

Regional Context Map:





conditions. New residential development in the area is constrained by the present real estate recession. Existing residential units are most likely constrained by their present design, size and age when compared to other markets outside the survey area. As a result, the survey area has a higher housing vacancy rate when compared to the City.

#### Office and Retail

The functionally obsolete design of most storefronts and offices were cited by brokers as the reason for an increasingly high vacancy rate in the survey area. This is more predominant in the East 14th Street commercial corridor where there are a large number of retail and commercial offices. Some retail offices lack sufficient storefront window space for retailers to display their merchandise and attract pedestrians. The poor design of these structures is a discouragement for many retailers willing to locate in the area. However, there are some retail offices in the area that tend to attract small specialized retailers for short term leasing and tenancy. After the leases expire these tenants relocate to other areas competing for larger retail spaces in other markets. As a result, office and retail vacancy rates in the survey area are higher than comparable areas in the East Bay.

The large number of vacant storefronts indicates a relatively low demand for these types of buildings and fluctuation in the local economy. An example is an area between 22nd Avenue and Fruitvale Avenue which is severely underutilized, with approximately 15 vacant storefronts. Brokers interviewed suggested that without the benefit of Class A properties in the area, these buildings are often overlooked for retail space in other markets. In other areas of the City, vacancy rates stabilized at approximately 12% to 15% while rates in the survey area averaged between 15% to 30% depending upon location. According to brokers, vacancy rates will drop in other submarkets e.g., Emeryville, Hayward and some areas of Alameda. This is due to the increased demand for office space in these areas; however, the Class B market vacancy rates will remain static. Functionally obsolete office space in these areas is problematic for tenants reluctant to compromise on tenant concessions with owners.

#### b) Vacant or Abandoned Buildings

Abandoned or vacant buildings are indications of long term economic stagnation or decline. For example, when leasing rates decline to a level where it is economically more feasible for owners to vacate a building rather than to incur the costs of maintenance, the local economy is affected. In the field survey, several buildings were vacant and abandoned and left in disrepair. Of the buildings surveyed, most were vandalized and others showed signs of extended neglect evident by deteriorating structural components.

Staff identified approximately seven buildings along the East 14th Street corridor as abandoned or vacant. An example is the vacant Montgomery Ward building located on 29th Avenue and East 14th Street. The closing of this store in 1980 resulted in the loss of the largest retailer in the area and created an eight-story vacant dilapidated structure with 1 million square feet of commercial space. Signs of neglect and abandonment are evident from the extensive property damage, e.g., graffiti, broken and boarded-up windows and damaged perimeter fence. This



Figure 2-21 – Vacant Buildings

# Kennedy-Fruitvale Redevelopment Survey Area



**Legend:**

- Sample of Vacant Buildings  
I-880  
City Streets  
Outside Survey Area.  
Major Intersections  
Hydro  
land  
water

### *Regional Context Map:*





building is not representative of most abandoned structures along the commercial districts of characterizes many vacant buildings throughout the survey area.

There were approximately 12 vacant commercial buildings identified by staff from an exterior field survey (see Figure 2-21). As shown, the greatest concentration of vacant buildings are located along the East 14th Street corridor. Generally, most vacancies in the area are evenly dispersed along this commercial district. Many of these buildings are older storefront properties. Brokers interviewed suggested that these buildings have been on the market longer than comparable buildings outside the area. This is one indicator that the private sector is reluctant to invest financial resources in the area.

Residential and industrial vacancies accounted for 20% of buildings identified by staff as abandoned by their owners. These structures exhibited structural components which appeared to be in need of major repair or replacement, e.g., sagging roofs and frames, broken or chipped stairs and unsound foundations. Most owners are reluctant to invest in these buildings because they are not likely to see a return on their investment.

c) Vacant Land

Vacant land surveys were conducted by staff and HdL Coren and Cone to determine the number of vacant lots within the survey area. These surveys were conducted independently of each other and rendered different results. Staff identified approximately 19 parcels where HdL Coren and Cone compiled a list of 35 parcels. The discrepancy between counts is caused by the manner in which vacant parcels were defined and tabulated. For example, staff defined vacant land as unimproved land that is not government or public utility, right-of-ways, paved parking lots, tended gardens or recreational areas. HdL Coren and Cone's tabulation was based on the Assessors Land Parcel List that includes government-owned right-of-ways, flood control areas, easements for freeways, railroads and rail transit parcels.

It was difficult for staff to determine whether most vacant parcels were primarily used for residential, commercial or industrial uses. The overall condition of these parcels rendered them unknown as to prior land uses. Currently, these properties are used for illegal dumping and for parking cars, boats and other vehicles. However, from a cross-reference of HdL Coren and Cone's survey, staff identified that approximately 30% of the vacant parcels abutting residential dwellings were previously residential. Of the remaining parcels, 20% were commercial facilities along East 12th and East 14th Streets. The highest concentration of vacant land was located between East 7th and East 9th Streets within the Glascock subarea (see Figure 2-22). The mere existence of vacant parcels creates a negative influence on the desirability of property in the survey area.



# Figure 2-22 – Vacant Land

## Kennedy-Fruitvale Redevelopment Survey Area



Legend:

- ▲ Sample of Vacant Land
- I-880
- City Streets
- Outside Survey Area
- Major Intersections
- Hydro
- land
- water

Regional Context Map:





### 3. *Lack of Necessary Commercial Facilities*

The shortage or lack of necessary commercial facilities and businesses in the Kennedy-Fruitvale Survey Area, such as lending institutions or grocery stores, affects stability and economic viability of its neighborhoods. Neighborhood stability declines when residents travel outside an area for basic services not provided within a reasonable distance of their homes. As a consequence, an area becomes less convenient and desirable for families and senior citizens that generally rely on neighborhood facilities for their shopping needs. When households are dependent on neighborhood shopping centers for easy access to basic services, it is probable they will relocate to areas where these services are provided.

The lack of commercial facilities in the survey area forces residents to leave their neighborhood for essential services, and consumption dollars "leak" out of the area. This lack of diversity creates serious problems for the community. Important services are not available to residents. Additionally, the economic viability of any community is dependent upon a diverse business district, which increases opportunities for employment and strengthens the local economy.

The Kennedy-Fruitvale Survey Area lacks financial institutions, grocery stores, bakeries, clothing stores, and other pertinent services that would provide a diversity among businesses in the area. Conversely, it does have an adequate supply of restaurants, fast food franchises and small "mom and pop" markets. In addition, it has a seeming abundance of automobile-related businesses, including parts stores, auto-body shops, and used car dealerships. Although, these are important services, they are not as significant as financial institutions are to local residents. Only three financial institutions are located within proximity to the area; only one (American Savings) is located in the survey area.

### 4. *Residential Overcrowding*

Residential overcrowding in some areas generally results in a higher demand for city services than areas without these conditions. Overcrowding also affects the safety and quality of life for residents living within dwellings that otherwise would be viewed as comfortable living quarters. In addition, overcrowding is attributed to a decline in the quality of the housing inventory in most areas.

According to the U.S. Housing and Urban Development standards, overcrowding is defined as any unit with a ratio of more than one person per room. Based on the 1990 Census data, approximately 12% of the residential dwellings in the City exceed this definition. In the survey area, there is a high incidence of overcrowding, census tracts 4060 and 4061 have approximately 25% and 34%, respectively (see Figure 2-23)<sup>1</sup>. The highest incidence of overcrowding is generally in the Glascock Tract area; this represents more than twice the average for the City as a whole.

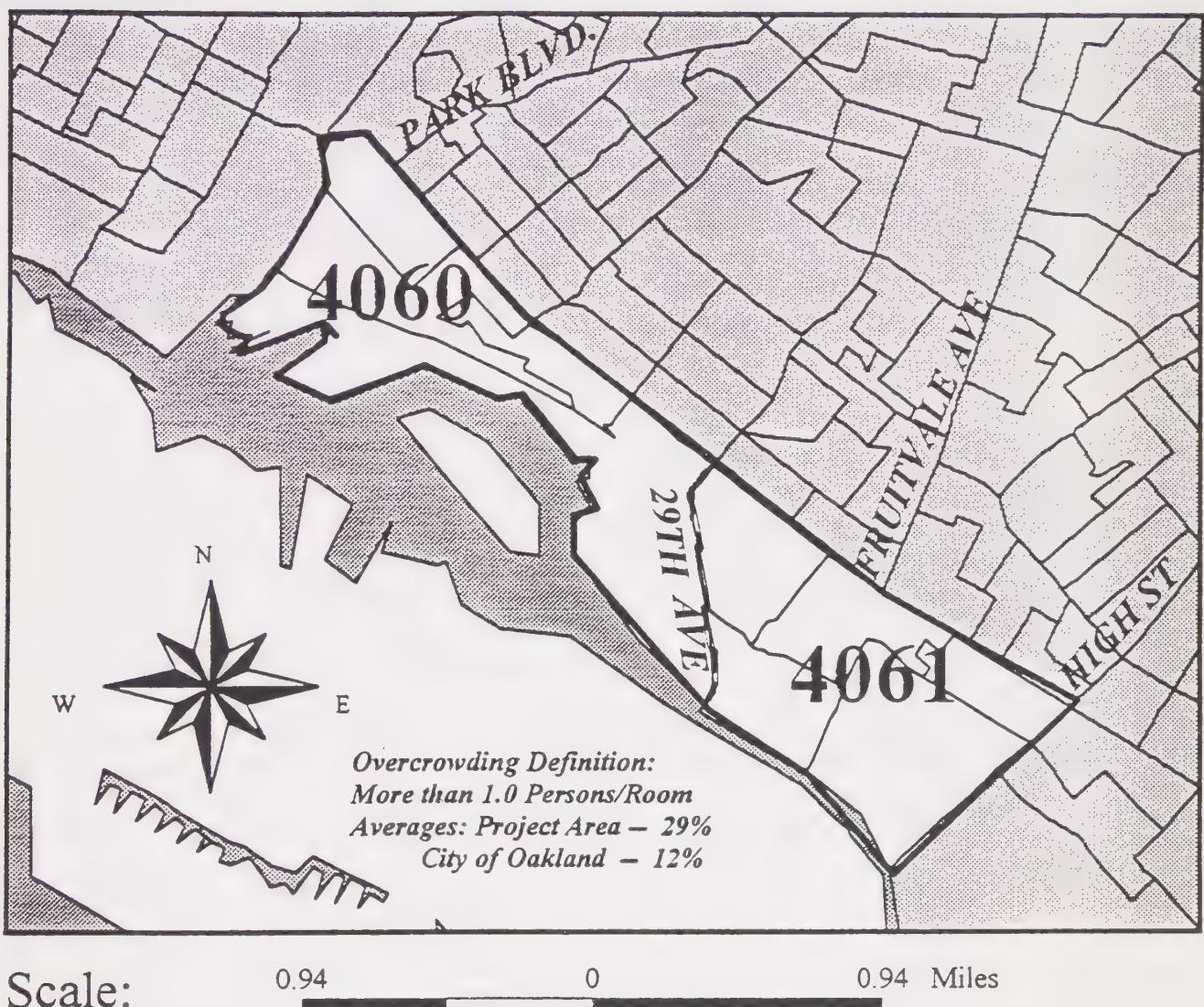
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<sup>1</sup> Data on overcrowding conditions is only available per census tracts. The percentage of units estimated to be overcrowded reflects housing conditions for both census tracts 4060 and 4061, which extend beyond the survey area.



Figure 2-23-- Rate of Overcrowded Housing Units by Census Tracts

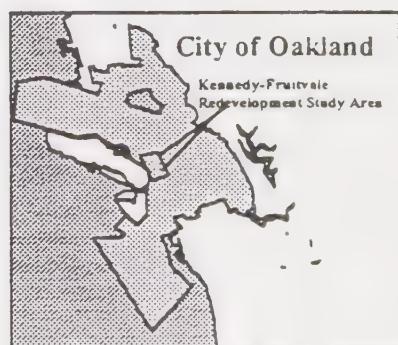
**Kennedy-Fruitvale Redevelopment Survey Area**



Legend:

- Census Tracts
- 4060 and 4061
- Major Streets and Tract Boundaries
-  Hydro
- land
- water

Regional Context Map:





Overcrowding is prevalent throughout the survey area and found mostly in areas that have substandard structures. As documented earlier, a number of buildings were identified by staff as dilapidated buildings with inadequate or unsafe structural components. These conditions coupled with overcrowding is likely to lead to a rapid deterioration of available housing in the area. Many buildings are already in desperate need of renovation and major investments.

Overcrowding is a symptom of an inadequate supply of affordable housing and a cause of substandard living conditions. In addition, residents are more apt to accommodate additional tenancy by reconfiguring garages or other space into substandard living quarters. Typically, a two-bedroom dwelling is transformed into multi-room lodging without approved building permits. As a result, this practice allows for more harm and danger to residents.

##### 5. *High Crime Rate*

High crime rates generally present a negative image of an area and pose serious threats to residential and business investments. Residents and business owners fear for their personal safety and property. A high incidence of crime in commercial areas discourages patronage and creates additional costs for business owners in the form of vandalism, burglary, and other property crimes. In residential areas, serious and violent crimes have the potential of lowering property values, sales and investment. Households and businesses are often discouraged from locating in areas with a heavy concentration of crime.

According to statistics provided by the Oakland Police Department based on 1992 and 1993 crime information, the survey area has a high percentage of crime relative to its population (see Tables 2-9 and 2-10). As documented, the total number serious crimes reported in the survey area is approximately six percent of the total for the City while the total population represents an estimated two percent of the City's population. This means that the survey area represents triple its proportionate share of crime relative to its population.

As shown on Tables 2-9 and 2-10, the total number of drug-related crimes, in particular, is excessively high for the survey area. Several locations throughout the survey area are commonly known as "hot spots" for drug activity; e.g., 23rd Avenue and East 14th Street, Fruitvale Avenue and East 9th Street and along 25th Avenue between East 10th and East 12th Street. These areas are near residential and commercial buildings that the Oakland Police Department reports are frequented by individuals that live outside the area. Police sources suggest that most drug-related arrests are a direct result of the drug hotline service in which callers report suspicious looking persons and activity. In response to this extremely high incidence of drug activity, the Oakland Police Department is considering opening an office for a special unit (commonly referred to as the Beat Health), to address drug-related crimes in the area. According to Officer Presado, (Oakland Police Officer) this program has been successful in diminishing the amount of drug-related crimes in other areas of East Oakland. This is one of many ways to combat drug sales and use; however, it is probable that without more intervention by the City and local community drug-related crimes in the survey area will continue.



Table 2-9

**SUMMARY OF CRIME STATISTICS**  
**KENNEDY-FRUITVALE SURVEY AREA**

Categories	Kennedy-Fruitvale Survey Area				City of Oakland		Survey Area As
	1992		Total	% of Total	1992		% of
Census Tracts:	4060	4061			Total Crimes	% of Total	City
Narcotics	532	210	742	29%	9,723	25.7%	7.63%
Murder	3	2	5	.2%	170	.45%	2.94%
Robbery	100	72	172	7%	4,677	12.3%	3.67%
Assault	231	184	415	16%	5,308	14.0%	7.8%
Arson	5	7	12	.4%	518	1.3%	2.31%
Burglary	352	397	749	30%	8,896	23.5%	8.41%
Rape	7	3	10	.4%	473	1.2%	2.11%
Auto Theft	191	225	416	17%	7,966	21.1%	5.22%
Total	1321	1100	2521	100%	37,731	100%	6.68%
1993					1993		
Narcotics	131	33	164	9%	7,313	21.2%	2.24%
Murder	3	4	7	.3%	165	.47%	4.24%
Robbery	127	91	218	11%	4,616	13.4%	4.72%
Assault	121	81	202	11%	5,090	14.7%	3.96%
Arson	7	8	15	1%	439	1.2%	3.41%
Burglary	434	350	784	43%	8,391	24.3%	9.34%
Rape	6	8	14	.7%	400	1.1%	3.5%
Auto Theft	222	211	433	24%	8,024	23.2%	5.39%
Total	1051	786	1837	100%	34,438	100%	5.33%

Source: City of Oakland, Police Department



Table 2-10

**SUMMARY OF CRIME STATISTICS**  
**KENNEDY-FRUITVALE SURVEY AREA**

Area	Kennedy-Fruitvale Survey Area				City of Oakland		Survey Area As % of
	Year	1994			1994		
Census Tracts:	4060	4061	Total	% of Total	Total Crimes	% of Total	City
Narcotics	658	208	866	39%	6,984	24.8%	12.39%
Murder	3	3	6	.3%	147	.52%	4.08%
Robbery	120	63	183	8.2%	2,230	7.9%	8.20%
Assault	95	68	163	7.2%	4,045	14.3%	4.02%
Arson	7	3	10	.4%	354	1.2%	2.82%
Burglary	352	229	581	26%	7,094	25.2%	8.19%
Rape	5	15	20	.9%	278	.98%	7.19%
Auto Theft	191	225	416	18.6%	6,980	24.8%	5.95%
Total	1431	983	2245	100%	28,112	100%	7.9%

Source: City of Oakland, Police Department



As shown on Tables 2-9 and 2-10, the number of serious crimes, specifically assaults and auto-thefts, is excessively high for the survey area. Burglary is also high, comprising about 30% of the serious crimes reported in the survey area. It is also estimated that over half of the serious crimes targeted by the FBI and other national, state and local police agencies frequently occur in the survey area. This is perceived by many residents and business owners as one of the most serious deterrents to investment in the area. According to Officer Presado, property owners have failed to organize neighborhood and merchant crime watch programs. Local business sources agree that this type of program is needed; however, without additional police services they feel these efforts will be fruitless.

Crime in the survey area has been documented in two earlier studies: the 1993 Fruitvale Neighborhood Commercial Revitalization Plan for East 14th Street and the 1994 Empowerment Zone Strategic Plan. The Empowerment Zone Strategic Plan identified high levels of criminal activity as a major deterrent to investment in the survey area. Generally criminal activity, such as drug-dealing, is viewed as a deterrent to businesses locating in the area as evidenced by the following excerpt:

*Criminal activity, particularly drug dealing, deters both potential business owners seeking to locate in the area and shoppers seeking to patronize existing businesses. The Oakland Police Department reports that 15% of the City's 100 worst drug dealing locations are within the San Antonio/Fruitvale area, and local business owners often complain that drug dealing is a major deterrent to business activity in their community.*

In the survey area, serious crimes are an impediment to reinvestment by property owners. Residents and business owners are reluctant to invest in properties in areas where they fear for the safety of themselves and their property. According to police sources, this is a recurring complaint among many property owners that live and conduct business in the area. There is also a fear among property owners that their property values will decrease over time because of the high crime rate. Crime has the effect of devaluing property and discouraging sales, specifically, in areas where the crime rate is significantly high. Thus, property owners in the survey area are reluctant to reinvest in their properties because the image of the area has been tainted by high crime rates.

In summary, it estimated that one in three people in the survey area is likely to experience a serious crime as compared to one in seven people city-wide. A comparison of the population ratio to the number of serious crimes reported on Tables 2-9 and 2-10 reveal that a high crime rate is one of the most serious impediments to investment in the survey area.







### **3. Why Private Enterprise or Governmental Action, or Both, Working Alone are Unable to Reverse or Alleviate the Physical or Economic Burden of Blight Within the Survey Area**

#### ***A. Rehabilitation Feasibility Analysis***

This section examines why private or governmental action alone cannot cure the blighting conditions in the Kennedy-Fruitvale Survey Area. One way to illustrate this concept is by conducting a feasibility analysis for the rehabilitation of properties within the survey area. One can directly measure an area's economic health by the amount of investment in the rehabilitation in the building stock. This measurement is also effective in determining whether it is economically feasible under current market conditions to invest in deteriorating properties. Generally rehabilitation is judged impractical if investors can not recapture a reasonable return on their investments. Usually when this occurs, properties are left unmaintained or poorly maintained, and subsequent needed capital improvements are deferred.

In the Kennedy-Fruitvale Survey Area, a lack of investment has been clearly demonstrated through our analysis of the deteriorated, dilapidated, or obsolete structures prevalent in the area. Estimated costs for rehabilitating these structures are outlined in Tables 3-1 through 3-4.

As shown, in some cases, rehabilitation costs are not recovered in the value appreciation of improved properties. These costs reflect the value of an initial investment with the assumption that property owners will receive a greater return on their investment, even after adjusting for inflation once properties have been improved. However, if property value/rents remain constant, it is probable that property owners may not receive a tangible return on their investment. Over time, these properties will probably generate values/rents equivalent to properties with deferred maintenance.

A prototypical project of residential, commercial and industrial structures has been prepared to illustrate the economically feasibility of upgrading properties in the survey area. This analysis is based on Keyser Marston and Associates (KMA) costs and analysis for property rehabilitation in the Coliseum Redevelopment Area. Staff used this earlier approach because properties in the survey area are comparable with those found in the Coliseum Redevelopment Area. To illustrate, a representation of three building types are as follows:

- Residential: a 1,500 square feet single family home
- Industrial: a 100,000 sq. ft. one-story distribution facility
- Commercial Office: a 10,000 sq. ft. module.



In this analysis, these prototypes are used to demonstrate the impact of rental rates and property values on physical conditions of buildings in the survey area. Our feasibility analysis estimates median unit value of the property to determine the overall costs to rehabilitate property in the area. These costs are based on broker and contractor interviews and other research data pertaining to real estate in the area. Staff also used national cost standards that were published in the *Commercial Cost Handbook* by Marshall and Swift to estimate rehabilitation costs for units. These costs were added to the median value for residential units; however, for commercial and industrial structures, costs are reflected in additional rents that are needed to amortize improvements. As described by KMA in the Coliseum Redevelopment Area Blight Analysis, rehabilitation costs are appropriately generated as follows:

*The rehabilitation costs range from the unit cost of moderate rehabilitation to the replacement costs for a dilapidated building. The resulting total value or rent of the improved or upgraded property can be compared with the upper range of values or rents known to have been achieved in the area. The difference would indicate the potential return to the investment.*

As illustrated on Table 3-1, rehabilitation costs are similar to costs generated by new development in the survey area. Therefore, there is less of an incentive for an investor to rehabilitate his property without the assistance of redevelopment to warrant a positive return on his investment.

#### ***B. New Development Feasibility Analysis***

The cost of new development is equivalent to the cost of replacing dilapidated buildings within the survey area. The above rehabilitation analysis indicates that new development would not generate a sufficiently high positive return to property owners on their investments. The value or rents would not support the kind of investment required for many dilapidated buildings in the area. A separate analysis is not guaranteed to show that these buildings would generate values or rents that are not equivalent to the costs of new development. Therefore, it was not necessary to conduct a separate analysis for these costs.

#### ***C. Seismic Reinforcement***

As documented earlier, there are a total of 52 unreinforced masonry buildings in the Kennedy-Fruitvale Survey Area that may potentially pose a threat to the community during an earthquake. There are remedial measures that can be taken to prevent a catastrophe; however, many property owners are reluctant to take action because these buildings require extensive seismic retrofits. As shown on Table 3-4, the estimated costs for seismic retrofitting may exceed or equal the costs for extensive rehabilitation and new construction in the area. It is



also estimated that the value and rent of these buildings would probably not support these costs. As a consequence, it is likely these buildings will remain in their present state because the financial benefit to property owners for retrofitting their buildings is outweighed by the substantial cost for seismic retrofitting.

In summary, the above feasibility analysis indicates that the private or public sector cannot bear these costs without redevelopment. Given the limited resources of the City and the economic infeasibility of private investment, the survey area would only benefit from redevelopment.



Table 3-1

**COST/RETURN ANALYSIS: SINGLE FAMILY RESIDENTIAL  
KENNEDY-FRUITVALE SURVEY AREA**

Residential Prototype:	1,500 Square Foot Wood-Framed Single Family Home		
Kennedy-Fruitvale Survey Area	Moderate Rehabilitation	Extensive Rehabilitation	Dilapidated Building
Existing Median Home Price	\$85,000	\$85,000	\$85,000
Estimated Rehabilitation Per Square Foot	\$14.52	\$32.48	\$96.79
Estimated Total	\$21,773	\$48,713	\$145,178
Estimated Total Value Required Per Residence	\$106,773	\$123,713	\$175,178
Upper Price Range of Homes	\$95,000	\$95,000	\$95,000
Value Not Supported	(\$11,773)	(\$28,713)	(\$80,178)

Source: Keyser Marston Associates, Inc.

Michael Willis & Associates

Shari Fari, City of Oakland, Seismic Reinforcement Engineer



Table 3-2

**COST/RETURN ANALYSIS: OFFICE BUILDINGS  
KENNEDY-FRUITVALE SURVEY AREA**

Office Prototype:	10,000 Square Foot Office			Class B Space
Kennedy-Fruitvale Survey Area	Moderate Rehabilitation	Extensive Rehabilitation	Dilapidated Building	
Estimated Rehabilitation Cost Per Square Foot	\$16.51	\$45.62		\$110.03
Annual Amortization Costs Per SF (@9% interest for 10 years)	\$2.67	\$7.11		\$17.14
Existing Average Office Rent	\$12.00	\$10.20		\$4.20
Estimated Total Rent Required	\$15.77	\$16.11		\$21.34
Upper Price Range of Office Rent	\$15.60	\$15.60		\$15.60
Rent Not Supported	(\$0.17)	(\$0.51)		(\$5.74)

Source: Keyser Marston Associates, Inc.

Michael Willis & Associates

Shari Fari, City of Oakland, Seismic Reinforcement Engineer



Table 3-3

**COST/RETURN ANALYSIS: INDUSTRIAL PLANTS  
KENNEDY-FRUITVALE SURVEY AREA**

Industrial Prototype:	10,000 Square Foot	One-Story	Distribution Facility
Kennedy-Fruitvale Survey Area	Moderate Rehabilitation	Extensive Rehabilitation	Dilapidated Building
Estimated Rehabilitation Cost Per Square Foot	\$7.80	\$27.66	\$51.97
Annual Amortization Costs Per SF (@9% interest for 10 years)	\$1.21	\$4.31	\$8.10
Existing Average Industrial Rent For Large Users	\$3.24	\$2.40	\$1.20
Estimated Total Rent Required	\$4.45	\$6.71	\$9.30
Upper Price Range of Industrial Rent for Large Users	\$4.20	\$4.20	\$4.20
Rent Not Supported	(\$0.25)	(\$2.51)	(\$5.10)

Source: Keyser Marston Associates, Inc.  
 Michael Willis & Associates  
 Shari Fari, City of Oakland, Seismic Reinforcement Engineer



Table 3-4

**COST/RETURN ANALYSIS: SEISMIC REINFORCEMENT  
KENNEDY-FRUITVALE SURVEY AREA**

Prototypes:	1,500 SF Residential Unit	10,000 SF Office Space	100,000 SF Industrial Building
Kennedy-Fruitvale Survey Area	Moderate Rehabilitation	Extensive Rehabilitation	Dilapidated Building
Existing Average Price/Rent Per Square Foot	\$85.00	\$13.20	\$3.24
Estimated Seismic Reinforcement Cost Per Square Foot Total	\$9.00	\$9.00	\$7.00
Estimated Total Value (Residential) Annual Amortization Costs Per Sq. Ft. (Office/Industrial)	\$13,500	\$1.40	\$1.09
Estimated Total Value/Rent Required	\$98,500	\$14.60	\$4.33
Upper Price Range of Home/Rent	\$95,000	\$4.20	\$4.20
Rent Not Supported	(\$3,500)	(\$10.40)	(\$0.13)

Source: Keyser Marston Associates, Inc.

Michael Willis & Associates

Shari Fari, Seismic Reinforcement Engineer







## **4. DESCRIPTION OF THE PREDOMINANTLY URBANIZED CHARACTER OF THE PROJECT AREA**

### **A. *Size and Location***

The proposed additional project area comprises approximately 264 acres, and is located in the eastern portion of the City of Oakland, in Alameda County. The amended area is contiguous with the northwestern boundary of the existing Coliseum Redevelopment Project Area at Fruitvale Avenue, and is roughly bounded by East 14th Street (International Boulevard), 22nd Avenue, Livingston Street, Kennedy Street, the Oakland/Alameda city border.

Like the existing Project Area, the amended area is characterized by a mixture of land uses including industrial, commercial, residential and transportation related. Roughly one third of the total amended area falls within Port jurisdiction.

### **B. *Land Use***

Land uses in this area are a mix of industrial/manufacturing, retail and commercial, residential and public uses. There are many examples of residential uses disbursed among industrial and manufacturing sites.

The primary uses of land in the northern section of this amended area are industrial and manufacturing, warehousing, and auto repair and restoration. Retail and commercial establishments are located primarily along East 14th Street (International Boulevard), East 12th Street, Fruitvale and 22nd Avenues. A core of medium density housing surrounded by industrial uses, lies in the center of the amended area, with Interstate 880 creating its western boundary. The vacant Montgomery Ward building dominates the 2700 block of East 14th Street (International Boulevard).

As illustrated by Figure 4-1, the Project Area is "predominantly urbanized", meaning that not less than eighty-five percent (85%) of the area is developed or in urban uses.

### **C. *Zoning***

Development within this area is governed by industrial, commercial, residential and special zones.

For property south of Glascock, City zoning has no effect since it lies in the Port area and is not subject to zoning controls. However, the Port area must conform to the City's General Plan.



### Industrial Zoning

The M-40 Heavy Industrial, M-30 General Industrial, and M-20 Light Industrial Zones are mapped over the majority of this area. These zones are generally located along the periphery of the area in the vicinity of the I-880 Freeway and the 23rd Avenue overpass. These zones allow for manufacturing activities of varying intensities, and a wide range of commercial activities.

### Commercial Zoning

With the exception of the area of East 14th Street (International Boulevard) located near the Montgomery Ward building within which the C-40 Community Thoroughfare Commercial Zone is mapped, the East 14th Street (International Boulevard) corridor within this area is governed by the C-28 Commercial Shopping District Zone. Areas along East 12th Street are governed by the C-60 City Service Commercial Zone. The C-40 and C-28 Zones, in addition to allowing for various commercial uses, allow for residential development at a ratio of one unit per 450 square feet of lot area. The C-60 Zone, intended for centralized areas in the vicinity of industrial locations, does not allow for residential developments.

### Residential Zoning

A small, relatively isolated segment of R-40 Garden Apartment Residential zoning is located near the center of this area. Known as the "Jingletown" neighborhood, this area was initially governed by industrial zoning. In the 1970s the City re-evaluated the appropriateness of the then existing industrial zoning, and rezoned the area to acknowledge the residential developments that were contained therein.

### Special Zoning

The S-13 Site Development and Design Review Combining Zone is mapped over selected M-20 Light Industrial zone locations within this area. The S-13 Zone is intended as a buffer between the R-40 residential, and the adjacent M-30 industrial, zones. It allows for a residential density generally one-zone higher than that of the surrounding residential zone.



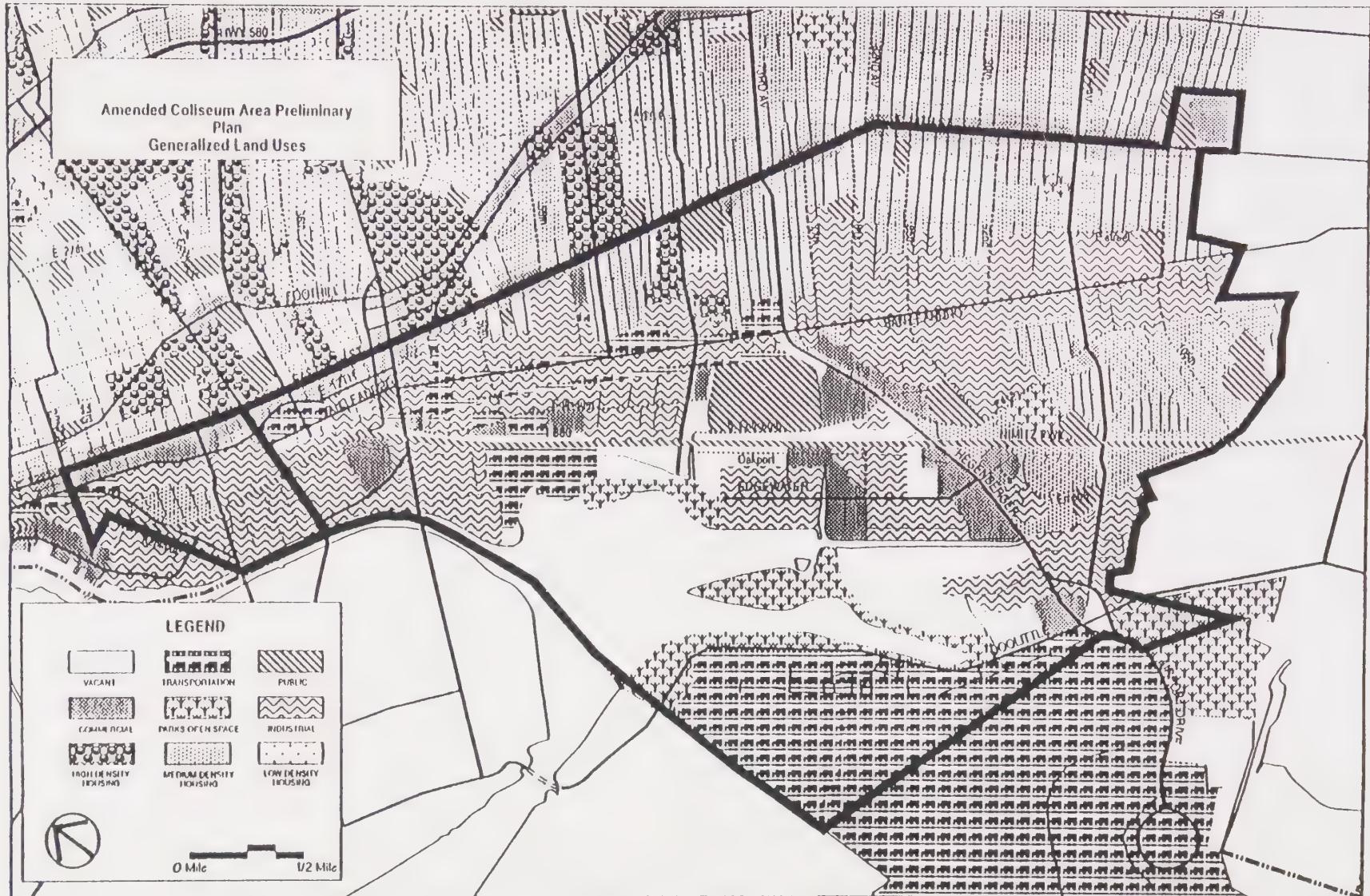


FIGURE 4-1 - Generalized Land Uses

Map Prepared By City of Oakland Office of Planning and Building,  
Comprehensive Planning Division, July 1998







**5. PRELIMINARY ASSESSMENT OF PROPOSED METHOD OF FINANCING, ECONOMIC FEASIBILITY, AND REASONS FOR INCLUDING DIVISION OF TAXES PURSUANT TO SECTION 33670**

Section 33344.5(c) of the California Redevelopment Law (CRL) provides that the Preliminary Report for the Amendment to add territory to the existing Coliseum Redevelopment Project (henceforth referred to as the Amended Project) contain a preliminary assessment of the proposed method of financing the Amended Project, including an assessment of economic feasibility and the reasons for including a provision for the division of taxes pursuant to Section 33670 of the CRL.

Economic feasibility, for purposes of this analysis, is defined to be a comparative analysis of anticipated costs for implementation of the proposed Redevelopment Plan Amendment (the Amended Plan) to the resulting revenues expected to be generated by the Amended Project. Under existing redevelopment law, the effectiveness of the Amendment to the Plan is limited to 30 years (except for payment of indebtedness and the enforcement of covenants). These assumptions have been incorporated in the economic feasibility cash flow.

This analysis is intended to provide a preliminary assessment of the proposed method of financing the redevelopment of the Amended Project as authorized under existing law. This Report is also intended to provide an assessment of the economic feasibility of the Amended Project and reasons for including tax increment financing and other financing sources in the proposed Amended Plan.

This section contains a general discussion of the costs associated with the proposed redevelopment program of activities, and an evaluation of the general financing methods that may be available to the Agency. Economic feasibility is determined through a summarized feasibility cash flow analysis for the project fund for the Amended Project as summarized on Table 5-1.

**A. ESTIMATED TOTAL PROJECT COSTS**

A determination of economic feasibility requires an identification of the potential costs associated with redevelopment of the Amended Project. Redevelopment could require significant participation from the Agency in activities to promote and achieve the goals and objectives of the Amended Plan and to address blighting conditions. These redevelopment activities include an implementation strategy to achieve the following in the Amended Project:

1. Job Training and Employment Opportunities - Provide long term job training and employment opportunities for residents;
2. Public Safety Improvements - Improve public safety for people living and working in the Amended Project;
3. Elimination of Land Use Conflicts - Eliminate land use conflicts between the residential and industrial edge;
4. Transportation, Infrastructure and Facilities Improvements - Improve transportation, public facilities and infrastructure in residential, commercial and industrial areas;



5. Industrial and Commercial Incentive - Stimulate industrial, research and development, and commercial development by improving obsolete, underutilized, and vacant properties;
6. Neighborhood Commercial Revitalization - Assist neighborhood commercial revitalization; and
7. Business Attraction and Retention - Attract new businesses and retain existing businesses in the Amended Project.

In addition to the redevelopment activities summarized above, the implementation strategy also includes the following programs to assist in the creation and retention of affordable housing opportunities in the community. A feasibility cash flow projecting the available funding of implementation strategy programs for low and moderate income housing is shown on Table 5-2.

8. Home Ownership Stimulation - Stimulate home ownership opportunities (low and moderate income housing funds); and
9. Construction, Rehabilitation and Conservation - Improve the quality of the residential environment by assisting new construction, rehabilitation, and conservation of living units (low and moderate income housing funds).

The Agency also anticipates other costs associated with meeting the financial obligations for implementing an effective redevelopment program. These include costs for administration and net interest costs on future bonded indebtedness.

The redevelopment program described in this Report outlines a set of activities to be implemented by the Agency for the purpose of facilitating private reinvestment in the Amended Project and eliminating physical and economic blighting influences, and increasing, improving and preserving the community's supply of low and moderate income housing. The estimated cost of the proposed redevelopment programs over the life of the Amended Plan is as follows:

Implementation Strategy - Redevelopment	\$114,323,000
Implementation Strategy - Housing	107,318,000
Administration	12,396,000
Net Interest Bond Cost	<u>69,900,000</u>
Totals Estimated Costs	\$303,937,000

## 1. Job Training and Employment Opportunities

Provision of long term job training and employment opportunities for area residents is the goal of this implementation activity. The establishment of long term job training and employment



opportunities can be seen as one means to deter and eliminate high crime activities and weak business investments in the Amended Project. Redevelopment opportunities may include the acquisition and rehabilitation of buildings in the Amended Project for use as job training centers and the provision of assistance to skill programs related to vocational training for industrial and manufacturing employment opportunities.

It is anticipated that 5% of Amended Project financing will be available to fund this implementation activity. Total estimated funding for this implementation activity over the anticipated life of the Amended Project, as estimated on the feasibility cash flow, is projected to total \$7,145,000.

## 2. Public Safety Improvements

Improvement of public safety for residents and persons working in the Project Area is the goal of this implementation activity. The strategy will establish funding to assist area residents and businesses with private security measures, fund public improvements to reduce traffic hazards in residential areas, and provide for zoning studies to consider industrial and residential edge problems.

The Agency intends to allocate 5% of Amended Project financing to fund this implementation activity. Total estimated funding for this implementation activity over the anticipated life of the Amended Project, as estimated on the feasibility cash flow, is projected to total \$7,145,000.

## 3. Elimination of Land Use Conflicts

The elimination of land use conflicts between overlapping residential and industrial areas of the Amended Project is the goal of this implementation activity. The elimination of land use conflicts can help facilitate compatibility of uses between adjacent or nearby properties. Redevelopment opportunities propose the provision of capital for landscaping and buffering in residential/industrial edge problem areas.

It is proposed that 5% of Amended Project financing will be used to fund this implementation activity. Total estimated funding for this implementation activity over the anticipated life of the Amended Project, as estimated on the feasibility cash flow, is projected to total \$7,145,000.

## 4. Transportation, Infrastructure & Facilities Improvements

Improvement of transportation, public facilities and infrastructure in residential, commercial and industrial areas of the Project Area is the goal of this implementation activity. The provision of improved transportation, public facilities and infrastructure can address the problem of a disproportionate lack of such improvements in the Amended Project and provide a stimulus for industrial and commercial development. Redevelopment opportunities propose the provision of capital for infrastructure improvements to support approved catalyst projects and other desired development activities and for acquisition and rehabilitation of parks, open spaces, public libraries, etc. in the Amended Project.



It is anticipated that 30% of Amended Project financing will be used to fund this implementation activity. Total estimated funding for this implementation activity over the anticipated life of the Amended Project, as estimated on the attached feasibility cash flow, is projected to total \$42,871,000.

#### 5. Industrial and Commercial Incentives

Stimulation of industrial, commercial, and research and development in the Amended Project may be accomplished through the Agency's participation in improving obsolete, under utilized and vacant properties in the Amended Project. These efforts can help to address problems of building obsolescence, unreinforced structures, presence of toxics, and low industrial rents in the Amended Project. Redevelopment opportunities propose the provision of capital for land acquisition, assembly, demolition, relocation and toxic clean up costs to be negotiated with developers or owners in support of approved catalyst projects.

The Agency intends to allocate 25% of Amended Project financing to fund this implementation activity. Total estimated funding for this implementation activity over the anticipated life of the Amended Project, as estimated on the attached feasibility cash flow, is projected to total \$35,726,000.

#### 6. Neighborhood Commercial Revitalization

Neighborhood commercial revitalization targets the prevailing problems of low sales activities, high crime, physical blight, under utilized or vacant properties and lack of building activity in the Amended Project. Redevelopment opportunities propose the provision of capital for the funding of small business revolving loan funds for such purposes as facade improvements, working capital and tenant improvements, the funding of landscaping and lighting of neighborhood commercial areas, and the provision of capital for mixed use projects, parking and toxic clean up in the neighborhood commercial sections of the Amended Project.

It is proposed that 7.5% of Amended Project financing will be used to fund this implementation activity. Total estimated funding for this implementation activity over the anticipated life of the Amended Project, as estimated on the attached feasibility cash flow, is projected to total \$10,718,000.

#### 7. Business Attraction and Retention

The inability of the Amended Project to retain existing businesses and attract new businesses in the area contributes to the ongoing problems of inadequate public improvements, high commercial vacancies, high crime rate, toxic problems and lack of new development activity. Redevelopment opportunities propose the funding of business retention efforts by the Oakland Advisory Committee.



It is anticipated that 2.5% of Amended Project financing will be used to fund this implementation activity. Total estimated funding for this implementation activity over the anticipated life of the Amended Project, as estimated on the attached feasibility cash flow, is projected to total \$3,573,000.

The Agency is required to deposit 20 percent of gross tax increment revenues generated by the Amended Project into a Low and Moderate Income Housing Fund for the purposes of increasing, improving and preserving the community's supply of low and moderate income housing. The Table 5-3 projection of tax increment revenues estimates the cumulative contribution by the Amended Project to the Agency's Housing Fund to be nearly \$95.6 million over the 30 year term of the Amended Plan. Additional deposits beyond Year 30 which result from additional tax increment allocations to repay bonded indebtedness from Years 31 through 45 are projected to total \$11.7 million.

#### 8. Home Ownership Stimulation

Stimulation of home ownership for area residents is the goal of this implementation activity. The encouragement of affordable housing opportunities will address the problems of overcrowding and weak investment in residential neighborhoods of the Amended Project. Redevelopment opportunities propose the provision of capital to support the Mortgage Assistance Program and First Time Homebuyers Downpayment Assistance Program, as well as to provide capital to support in-fill construction of ownership housing.

Funding will come from Amended Project tax increment revenues deposited into the Agency's Low and Moderate Income Housing Set Aside Fund. The Agency intends to allocate 50% of the available Housing Fund deposit to support this implementation activity. Total estimated funding for this housing activity over the anticipated life of the Amended Project, as estimated on the attached feasibility cash flow, is projected to total \$53,659,000.

#### 9. Home Construction, Rehabilitation and Conservation

The Agency desires to improve the quality of the residential environment by assisting in new construction, rehabilitation and conservation of residential units in the Amended Project. This participation will address the problems of overcrowding, code violations, and lack of residential investment and building activity in the area. Redevelopment opportunities propose the provision of capital for new residential development in targeted neighborhoods of the Amended Project, funding for home maintenance and improvement programs, funding for acquisition and rehabilitation of existing substandard housing, and funding for zoning studies to consider industrial and residential edge problems.

Funding will come from Amended Project tax increment revenues deposited into the Agency's Low and Moderate Income Housing Set Aside Fund. The Agency intends to allocate 50% of the Housing Fund deposit to support this implementation activity. Total estimated funding for this housing activity over the anticipated life of the Amended Project, as estimated on the feasibility cash flow, is projected to total \$53,659,000.



## 10. Administration

The projected cost to administer the redevelopment program over the life of the Amended Project is assumed to be equivalent to 20% of available tax increment (net of assumed annual bond debt service). Housing administration is assumed to be included in the housing programs discussed above. Total projected cost to administer the redevelopment program over the life of the Amended Plan is estimated to be \$12,396,000.

## 11. Net Interest Cost

The Agency will consider funding alternatives allowable under the CRL to finance the anticipated redevelopment programs discussed above, including, for purposes of this analysis, the issuance of tax allocation bonds. The Agency may utilize tax increment revenues generated in the Amended Project to secure the debt service of tax allocation bonds to assist in the financing of anticipated project costs. The issuance of tax exempt bonds and the use of said proceeds are subject to certain federal tax restrictions. The financing of the identified implementation strategy costs incorporated on Table 5-1 could permit for the issuance of bonds or notes on a tax exempt basis.

The feasibility cash flow assumes that the Agency will issue tax allocation bonds commencing in the first year after the plan amendment, in which tax increment revenues are projected to be sufficient to support net bond proceeds totaling \$6.1 million. Commencing in the fifth year after the plan amendment, and every five years thereafter until the 20th year, net tax increment revenues are assumed to be committed by the Agency for the issuance of additional new or escrowed bonds. The combined bonded indebtedness projected to be issued by the Agency over this period shown on Table 5-1 totals \$64.2 million. The aggregate principal and interest payments for the combined bond series over the life of the Amended Plan is projected to total \$134.1 million and the resulting net interest cost totals approximately \$69.9 million (assuming a bond interest rate of 6%, a coverage ratio of 25%, net proceeds factor of 12%, and capitalized over a 30 year term).

## B. FINANCING METHODS AVAILABLE TO THE AGENCY

The Amended Plan is prepared with the intent of providing the Agency with the necessary legal authority and flexibility to implement the revitalization of the Amended Project. The Amended Plan authorizes the Agency to finance the Amended Project with financial assistance from any or all of the following sources: (1) City of Oakland; (2) State of California; (3) federal government; (4) tax increment funds in accordance with provisions of the existing CRL; (5) Agency bonds; (6) interest income; (7) loans from private financial institutions; (8) lease or sale of Agency-owned property; (9) donations; and (10) any other legally available public or private sources.

Current provisions of the CRL provide authority to the Agency to create indebtedness, issue bonds, borrow funds or obtain advances in implementing and carrying out the specific intents of a redevelopment plan. The Agency is authorized to fund the principal and interest on the indebtedness, bond issues, borrowed funds or advances from tax increment revenue and any other funds available to the Agency. To the extent that it is able to do so, the City may also supply additional assistance through City loans or grants for various public facilities or other project costs.



Potential revenue sources to fund project costs, as assumed in the economic feasibility cash flow, include, but are not limited to, the following: (1) tax increment revenues; (2) proceeds from tax allocation bonds; (3) short term loan from public and/or private lenders; and (4) interest earnings. The estimated resources available to finance the proposed redevelopment programs are summarized as follows:

Net Tax Increment Revenue (Yrs 1-30)	\$141,661,000
Net Tax Increment Revenue (Yrs 31-37)	47,526,000
Housing Set Aside (Yrs 1-30)	95,458,000
Housing Set Aside (Yrs 31-37)	11,881,000
Net Bond Proceeds	64,240,000
Interest Earnings - General & Reserve Funds	<u>7,432,000</u>
Total Aggregate Resources	\$368,198,000

## 1. Tax Increment Revenues

A summary of the projection of the incremental taxable values and resulting tax increment revenues for the Amended Project over the term of the Amended Plan is shown on Table 5-3. The gross total tax increment revenues for the Amended Project over a 30 year period amounts to \$477 million, of which \$95.4 million would be required for deposit into the Housing Fund, \$144.7 million would be allocated to affected taxing entities under the mandatory pass through formula required under AB 1290 and \$95.4 million would be allocated to the City of Oakland under a presumed election allowed under SB 732. The net tax increment revenues available to the Agency over the 30 year term totals \$141.6 million.

Tax increments generated from the Amended Project could be allocated to the Agency for up to an additional 15 years after the Amended Plan termination date to repay indebtedness incurred from tax allocation bonds. The Table 5-1 feasibility projection assumes that an additional allocation of \$47.5 million in years 31 through 45 would be required to repay outstanding indebtedness. As a result of the additional allocation, the Agency will also deposit an additional \$11.8 million to the Housing Fund.

Tax increment revenues are based upon increases in the annual incremental assessed valuation of the Amended Project which result from (1) transfers of property ownership or new construction activities and (2) 2% real property annual inflationary increase allowable under Article XIII A of the California Constitution. For purposes of this projection, the Agency has elected to assume that future growth in the Amended Project will be based upon fixed annual percentage increases as follows:

	Real Property	Personal Property
<u>Original Area:</u>		
Plan Years 2 to 4	3.0%	1.0%
Plan Years 5 to 9	3.5%	1.5%
Plan Years 10 to 45	4.0%	2.0%



Amendment Area:

Plan Years 1 to 4	2.0%	0.0%
Plan Years 5 to 45	2.5%	0.5%

2. Proceeds from Bonds

The Agency may pledge tax increment revenues to secure the principal and interest payments of tax allocation bonds issued to finance anticipated program costs. The issuance of tax exempt bonds and the use of said proceeds are subject to federal tax restrictions. The economic feasibility of the financing plan summarized on Table 5-1 is based upon the Agency's issuance of tax allocation bonds generating approximately \$64.2 million in net proceeds. The feasibility cash flow assumes that the Agency will consider tax allocation bond financing and other loan financing alternatives.

3. Interest Income

The Agency may receive interest earnings generated from funds on deposit in the bond reserve funds, project operating funds, housing set aside funds and other special funds established for the Amended Project. The attached cash flow analysis assumes that a maximum annual fund balance of \$500,000 is annually maintained in the redevelopment project fund to Year 45. Bond reserve funds are assumed to maintain a fund balance equivalent to outstanding debt service. Interest earnings are based upon an assumed 5% rate and are applied to the balances available in the respective funds.

4. Loans, Grants and Contributions

Various revenue sources from public agencies may be available to assist in the funding of the redevelopment program. Advances, grants or loans from state and federal government agency funds could be used to assist in the timely implementation and completion of the identified redevelopment activities and programs anticipated for the Amended Project.

In the event that expenditures exceed available tax increment revenues in the initial years of the Amended Project, the Agency may require an interim source of funds. For purposes of this analysis, the Agency has assumed that Amended Project expenditures will be limited to annual available revenues and no such funding is assumed.

5. Land Sale Proceeds

For the Agency to accomplish the necessary land use and redevelopment objectives of the Amended Plan, the assembly and subsequent disposition of certain properties may be required. As discussed previously, some of the proposed implementation program activities may require the assembly of privately owned parcels to be sold for development in accordance with the Amended Plan. The attached projection reflects Project-wide participation by the Agency and does not assume the acquisition of any specific property in the Amended Project.



## 6. Loan Repayments

In addition to land sale proceeds, the Agency may receive repayment of amounts loaned to residential or commercial property owners in the Amended Project who may elect to participate in an Agency-sponsored activity such as a rehabilitation loan program.

## C. PROPOSED FINANCING METHOD, ECONOMIC FEASIBILITY, AND REASONS FOR INCLUDING TAX INCREMENT FINANCING

The anticipated costs to implement a program of revitalization in the Amended Project will require significant participation from the Agency as it implements activities which promote and achieve the stated goals and objectives of the Amended Plan. Economic feasibility of the Amended Plan has been determined based upon a comparative cash flow analysis of the anticipated costs for implementation of the proposed redevelopment program to the resulting projected resources expected to be generated over the life of the Amended Project.

The economic feasibility cash flow summarized on Table 5-1 was created to represent one scenario of economic feasibility. At the discretion of the Agency, other funding sources discussed above may also represent viable funding alternatives for economic feasibility of the Amended Plan. Although the Agency may consider other funding sources permitted in the Amended Plan, not all of the funding sources may be available or be feasible for the Agency to use in financing the anticipated costs and revenue shortfalls. In the event that neither the City nor the private market acting alone could fully bear the costs associated with revitalization of the Amended Project, the implementation of a redevelopment program utilizing tax increment revenues must be considered as a viable financing tool.

## D. BONDED INDEBTEDNESS LIMIT

Based upon the financing method discussed above, the following bond limit, as required by the CRL for inclusion in the Amended Plan, has been determined. The total bonds supported in whole or in part by tax increment revenues which may be outstanding at one time may not exceed \$335,000,000. This amount has been determined based on total projected redevelopment implementation and program costs, adjusted for a contingency allowance.

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Table 5-1

Feasibility Cash Flow - Project Fund

Coliseum Redevelopment Plan, As Amended

Oakland Redevelopment Agency

(000's Omitted)

	I 1997-98	2 1998-99	3 1999-00	4 2000-01	5 2001-02	6 2002-03	7 2003-04	8 2004-05	9 2005-06	10 2006-07	11 2007-08	12 2008-09	13 2009-10	14 2010-11	15 2011-12	16 2012-13	17 2013-14	18 2014-15	19 2015-16	
I. Beginning Balance	0	500	500	500	500	500	500	500	500	500	500	500	500	500	500	500	500	500		
II. Revenue:																				
Net Tax Increment Revenue (Table 5-3)	528	749	977	1,250	1,537	1,833	2,140	2,456	2,830	3,063	3,297	3,539	3,791	4,052	4,323	4,605	4,897	5,201	5,516	
Less Bond Debt Service	0	(422)	(422)	(422)	(422)	(1,229)	(1,229)	(1,229)	(1,229)	(1,229)	(1,229)	(2,450)	(2,450)	(2,450)	(2,450)	(3,458)	(3,458)	(3,458)	(3,458)	
Net Bond Proceeds	6,160	0	0	0	11,440	0	0	0	0	16,720	0	0	0	14,080	0	0	0	0	0	
Interest Earnings at 5%	0	25	25	25	25	25	25	25	25	25	25	25	25	25	25	25	25	25	25	
Bond Reserve Earnings at 5%	0	21	21	21	21	61	61	61	61	123	123	123	123	123	173	173	173	173	173	
Total Revenue	6,688	373	600	874	12,601	690	997	1,313	1,686	18,640	994	1,236	1,488	1,749	16,100	1,344	1,637	1,940	2,255	
III. Expenditures:																				
Administration	20%	6	75	120	175	232	138	199	263	337	384	199	247	298	350	404	269	327	388	451
Job Training & Employment	5%	386	19	30	44	773	35	50	66	84	1,141	50	62	74	87	981	67	82	97	113
Public Safety Improvements	5%	386	19	30	44	773	35	50	66	84	1,141	50	62	74	87	981	67	82	97	113
Elimination of Land Use Conflicts	5%	386	19	30	44	773	35	50	66	84	1,141	50	62	74	87	981	67	82	97	113
Transport, Infrastructure, Facilities	30%	2,318	112	180	262	4,638	207	299	394	506	6,846	298	371	447	525	5,886	403	491	582	677
Industrial & Comm'l Incentives	25%	1,932	93	150	219	3,865	173	249	328	422	5,705	249	309	372	437	4,905	336	409	485	564
Neighborhood Comm'l Revit	7.5%	580	28	45	66	1,160	52	75	99	127	1,712	75	93	112	131	1,472	101	123	146	169
Business Attraction & Retention	2.5%	193	9	15	22	387	17	25	33	42	571	25	31	37	44	491	34	41	49	56
Total Expenditures	6,188	373	600	874	12,601	690	997	1,313	1,686	18,640	994	1,236	1,488	1,749	16,100	1,344	1,637	1,940	2,255	
V. Ending Balance Reserve of \$500,000	500	500	500	500	500	500	500	500	500	500	500	500	500	500	500	500	500	500	500	



Table 5-1

Feasibility Cash Flow - Project Fund

Coliseum Redevelopment Plan, As Amended

Oakland Redevelopment Agency

(\$00's Omitted)

	2016-17 2017-18 2018-19 2019-20 2020-21 2021-22 2022-23 2023-24 2024-25 2025-26 2026-27												<-Plan Terminates 31 32 33 34 35 36 37 38 2027-28 2028-29 2029-30 2030-31 2031-32 2032-33 2033-34 2034-35														
	20	21	22	23	24	25	26	27	28	29	30	31	32	33	34	35	36	37	38	2027-28	2028-29	2029-30	2030-31	2031-32	2032-33	2033-34	2034-35
I. Beginning Balance	500	500	500	500	500	500	500	500	500	500	500	0	0	0	0	0	0	0	0	0	0	0	0	0	0		
II. Revenue:																											
Net Tax Increment Revenue (Table 5-3)	5,843	6,183	6,536	6,902	7,283	7,678	8,088	8,515	8,957	9,417	9,674	4,440	4,039	4,039	4,039	4,039	3,273	3,273	3,273								
Less Bond Debt Service	(3,458)	(4,674)	(4,674)	(4,674)	(4,674)	(4,674)	(4,674)	(4,674)	(4,674)	(4,674)	(4,674)	(4,674)	(4,674)	(4,674)	(4,674)	(4,674)	(3,445)	(3,445)	(3,445)								
Net Bond Proceeds	15,840	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0								
Interest Earnings at 5%	25	25	25	25	25	25	25	25	25	25	25	0	0	0	0	0	0	0	0								
Bond Reserve Earnings at 5%	173	234	234	234	234	234	234	234	234	234	234	234	213	213	213	213	172	172	172								
Total Revenue	18,423	1,767	2,120	2,487	2,867	3,262	3,673	4,099	4,541	5,001	5,258	0	0	0	0	0	0	0	0								
III. Expenditures:																											
Administration	20%	517	354	424	497	574	653	735	820	908	1,000	1,052	0	0	0	0	0	0	0								
Job Training & Employment	5%	1,119	88	106	124	143	163	184	205	227	250	294	0	0	0	0	0	0	0								
Public Safety Improvements	5%	1,119	88	106	124	143	163	184	205	227	250	294	0	0	0	0	0	0	0								
Elimination of Land Use Conflicts	5%	1,119	88	106	124	143	163	184	205	227	250	294	0	0	0	0	0	0	0								
Transport, Infrastructure, Facilities	30%	6,715	530	636	746	860	979	1,102	1,230	1,363	1,500	1,765	0	0	0	0	0	0	0								
Industrial & Comml Incentives	25%	5,596	442	530	622	717	816	918	1,025	1,135	1,250	1,471	0	0	0	0	0	0	0								
Neighborhood Comml Revit	7.5%	1,679	133	159	187	215	245	275	307	341	375	441	0	0	0	0	0	0	0								
Business Attraction & Retention	2.5%	560	44	53	62	72	82	92	102	114	125	147	0	0	0	0	0	0	0								
Total Expenditures		18,423	1,767	2,120	2,487	2,867	3,262	3,673	4,099	4,541	5,001	5,758	0	0	0	0	0	0	0								
V. Ending Balance Reserve of \$500,000		500	500	500	500	500	500	500	500	500	500	0	0	0	0	0	0	0	0								



Table 5-1  
 Feasibility Cash Flow - Project Fund  
 Coliseum Redevelopment Plan, As Amended  
 Oakland Redevelopment Agency  
 (000's Omitted)

	39 2035-36	40 2036-37	41 2037-38	42 2038-39	43 2039-40	44 2040-41	45 2041-42	Totals Memo Only
<b>I. Beginning Balance</b>	0	0	0	0	0	0	0	
<b>II. Revenue:</b>								
Net Tax Increment Revenue (Table 5-3)	3,273	3,273	2,113	2,113	2,113	2,113	2,113	189,187
Less Bond Debt Service	(3,445)	(3,445)	(2,224)	(2,224)	(2,224)	(2,224)	(2,224)	(134,140)
Net Bond Proceeds	0	0	0	0	0	0	0	64,240
Interest Earnings at 5%	0	0	0	0	0	0	0	725
Bond Reserve Earnings at 5%	172	172	111	111	111	111	111	6,707
<b>Total Revenue</b>	0	0	0	0	0	0	0	
<b>III. Expenditures:</b>								
Administration	20%	0	0	0	0	0	0	12,396
Job Training & Employment	5%	0	0	0	0	0	0	7,145
Public Safety Improvements	5%	0	0	0	0	0	0	7,145
Elimination of Land Use Conflicts	5%	0	0	0	0	0	0	7,145
Transport, Infrastructure, Facilities	30%	0	0	0	0	0	0	42,871
Industrial & Comml Incentives	25%	0	0	0	0	0	0	35,726
Neighborhood Comml Revit	7.5%	0	0	0	0	0	0	10,718
Business Attraction & Retention	2.5%	0	0	0	0	0	0	3,573
<b>Total Expenditures</b>	0	0	0	0	0	0	0	
<b>V. Ending Balance Reserve of \$500,000</b>	0	0	0	0	0	0	0	



Table 5-2

Feasibility Cash Flow - Housing Fund

Coliseum Redevelopment Plan, As Amended

Oakland Redevelopment Agency

(000's Omitted)

	1 1997-98	2 1998-99	3 1999-00	4 2000-01	5 2001-02	6 2002-03	7 2003-04	8 2004-05	9 2005-06	10 2006-07	11 2007-08	12 2008-09	13 2009-10	14 2010-11	15 2011-12	16 2012-13	17 2013-14	18 2014-15	19 2015-16	
I. Beginning Balance	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0		
II. Revenue:																				
Tax Increment Deposit (Table 5-3)	264	375	488	625	769	917	1,070	1,228	1,415	1,609	1,810	2,019	2,236	2,461	2,695	2,938	3,190	3,451	3,723	
Total Revenue	264	374	488	625	768	916	1,069	1,227	1,414	1,608	1,809	2,018	2,235	2,460	2,694	2,937	3,189	3,451	3,722	
III. Expenditures:																				
Home Ownership Stimulation	50%	132	187	244	313	384	458	535	614	707	804	905	1,009	1,118	1,230	1,347	1,469	1,595	1,726	1,861
Construct, Rehab & Conserve	50%	132	187	244	313	384	458	535	614	707	804	905	1,009	1,118	1,230	1,347	1,469	1,595	1,726	1,861
Total Expenditures		264	374	488	625	768	916	1,069	1,227	1,414	1,608	1,809	2,018	2,235	2,460	2,694	2,937	3,189	3,451	3,722
IV. Ending Balance	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	



Table 5-2

Feasibility Cash Flow - Housing Fund

Coliseum Redevelopment Plan, As Amended

Oakland Redevelopment Agency

(000's Omitted)

													<-Plan Terminates									
	20 2016-17	21 2017-18	22 2018-19	23 2019-20	24 2020-21	25 2021-22	26 2022-23	27 2023-24	28 2024-25	29 2025-26	30 2026-27	31 2027-28	32 2028-29	33 2029-30	34 2030-31	35 2031-32	36 2032-33	37 2033-34	38 2034-35			
I. Beginning Balance	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
II. Revenue:																						
Tax Increment Deposit (Table 5-3)	4,005	4,298	4,602	4,918	5,246	5,587	5,941	6,308	6,690	7,086	7,497	1,110	1,010	1,010	1,010	1,010	818	818	818	818	818	818
Total Revenue	4,005	4,298	4,602	4,918	5,246	5,586	5,940	6,307	6,689	7,085	7,497	1,110	1,009	1,009	1,009	1,009	818	818	818	818	818	818
III. Expenditures:																						
Home Ownership Stimulation	50%	2,003	2,149	2,301	2,459	2,623	2,793	2,970	3,154	3,345	3,543	3,749	555	505	505	505	505	409	409	409	409	409
Construct, Rehab & Conserve	50%	2,003	2,149	2,301	2,459	2,623	2,793	2,970	3,154	3,345	3,543	3,749	555	505	505	505	505	409	409	409	409	409
Total Expenditures		4,005	4,298	4,602	4,918	5,246	5,586	5,940	6,307	6,689	7,085	7,497	1,110	1,009	1,009	1,009	1,009	818	818	818	818	818
IV. Ending Balance		0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0



Table 5-2  
 Feasibility Cash Flow - Housing Fund  
 Coliseum Redevelopment Plan, As Amended  
 Oakland Redevelopment Agency  
 (000's Omitted)

	39 2035-36	40 2036-37	41 2037-38	42 2038-39	43 2039-40	44 2040-41	45 2041-42	Totals Memo Only
I. Beginning Balance	0	0	0	0	0	0	0	
II. Revenue:								
Tax Increment Deposit (Table 5-3)	818	818	528	528	528	528	528	107,339
Total Revenue	818	818	528	528	528	528	528	
III. Expenditures:								
Home Ownership Stimulation	50%	409	409	264	264	264	264	53,659
Construct, Rehab & Conserve	50%	409	409	264	264	264	264	53,659
Total Expenditures		818	818	528	528	528	528	
IV. Ending Balance	0	0	0	0	0	0	0	



Table 5-3

Tax Increment Revenue Projection  
 Coliseum Redevelopment Plan Amendment - Summary  
 Oakland Redevelopment Agency  
 (000's Omitted)

Fiscal Year	Pr Yr Real Property	Pr Yr Value Growth	Total Real Property	Pr Yr Personal Property	Pr Yr Value Growth	Total Personal Property	Total Project Value	Increment Over Base \$1,676,123	Gross Increment Revenue	Unitary Revenue	Total Revenue	Housing Set Aside -20.00%	AB 1290 Tax Sharing	SB 732 City Share -20.00%	Net Tax Revenue
1 1997-98	1,531,358	44,460	1,575,818	211,887	1,970	213,857	1,789,675	113,552	1,314	6	1,321	(264)	(264)	(264)	528
2 1998-99	1,575,818	45,764	1,621,582	213,857	1,990	215,847	1,837,429	161,306	1,867	6	1,874	(375)	(375)	(375)	749
3 1999-00	1,621,582	47,107	1,668,689	215,847	2,010	217,857	1,886,546	210,423	2,436	6	2,442	(488)	(488)	(488)	977
4 2000-01	1,668,689	56,047	1,724,735	217,857	3,045	220,902	1,945,638	269,515	3,120	6	3,126	(625)	(625)	(625)	1,250
5 2001-02	1,724,735	58,763	1,783,498	220,902	3,165	224,067	2,007,565	331,443	3,836	6	3,843	(769)	(769)	(769)	1,537
6 2002-03	1,783,498	60,779	1,844,277	224,067	3,212	227,279	2,071,557	395,434	4,577	6	4,584	(917)	(917)	(917)	1,833
7 2003-04	1,844,277	62,866	1,907,143	227,279	3,259	230,539	2,137,681	461,559	5,343	6	5,349	(1,070)	(1,070)	(1,070)	2,140
8 2004-05	1,907,143	65,024	1,972,167	230,539	3,307	233,846	2,206,012	529,890	6,133	6	6,140	(1,228)	(1,228)	(1,228)	2,456
9 2005-06	1,972,167	76,232	2,048,399	233,846	4,450	238,296	2,286,695	610,572	7,067	6	7,074	(1,415)	(1,415)	(1,415)	2,830
10 2006-07	2,048,399	79,215	2,127,614	238,296	4,538	242,833	2,370,448	694,325	8,037	6	8,043	(1,609)	(1,763)	(1,609)	3,063
11 2007-08	2,127,614	82,316	2,209,930	242,833	4,627	247,461	2,457,391	781,268	9,043	6	9,050	(1,810)	(1,233)	(1,810)	3,297
12 2008-09	2,209,930	85,539	2,295,469	247,461	4,719	252,179	2,547,649	871,526	10,088	6	10,094	(2,019)	(2,517)	(2,019)	3,539
13 2009-10	2,295,469	88,889	2,384,358	252,179	4,812	256,991	2,641,350	965,227	11,173	6	11,179	(2,236)	(2,916)	(2,236)	3,791
14 2010-11	2,384,358	92,371	2,476,730	256,991	4,907	261,898	2,738,628	1,062,505	12,298	6	12,305	(2,461)	(3,331)	(2,461)	4,052
15 2011-12	2,476,730	95,991	2,572,721	261,898	5,004	266,902	2,839,623	1,163,500	13,468	6	13,474	(2,695)	(3,761)	(2,695)	4,323
16 2012-13	2,572,721	99,754	2,672,475	266,902	5,103	272,005	2,944,480	1,268,357	14,681	6	14,688	(2,938)	(4,208)	(2,938)	4,605
17 2013-14	2,672,475	103,665	2,776,140	272,005	5,204	277,209	3,053,349	1,377,226	15,941	6	15,948	(3,190)	(4,671)	(3,190)	4,897
18 2014-15	2,776,140	107,731	2,883,871	277,209	5,307	282,515	3,166,386	1,490,263	17,250	6	17,256	(3,451)	(5,153)	(3,451)	5,201
19 2015-16	2,883,871	111,957	2,995,828	282,515	5,412	287,927	3,283,755	1,607,632	18,608	6	18,615	(3,723)	(5,653)	(3,723)	5,516
20 2016-17	2,995,828	116,351	3,112,179	287,927	5,519	293,445	3,405,624	1,729,501	20,019	6	20,025	(4,005)	(6,172)	(4,005)	5,843
21 2017-18	3,112,179	120,918	3,233,096	293,445	5,628	299,073	3,532,169	1,856,047	21,484	6	21,490	(4,298)	(6,711)	(4,298)	6,183
22 2018-19	3,233,096	125,665	3,358,761	299,073	5,739	304,812	3,663,574	1,987,451	23,005	6	23,011	(4,602)	(7,271)	(4,602)	6,536
23 2019-20	3,358,761	130,600	3,489,362	304,812	5,853	310,665	3,800,026	2,123,904	24,584	6	24,591	(4,918)	(7,852)	(4,918)	6,902
24 2020-21	3,489,362	135,730	3,625,092	310,665	5,969	316,633	3,941,725	2,265,603	26,224	6	26,231	(5,246)	(8,456)	(5,246)	7,283
25 2021-22	3,625,092	141,064	3,766,156	316,633	6,087	322,720	4,088,876	2,412,753	27,928	6	27,934	(5,587)	(9,082)	(5,587)	7,678
26 2022-23	3,766,156	146,608	3,912,763	322,720	6,207	328,927	4,241,690	2,565,568	29,696	6	29,703	(5,941)	(9,733)	(5,941)	8,088
27 2023-24	3,912,763	152,371	4,065,134	328,927	6,330	335,257	4,400,391	2,724,269	31,533	6	31,540	(6,308)	(10,409)	(6,308)	8,515
28 2024-25	4,065,134	158,362	4,223,496	335,257	6,455	341,713	4,565,209	2,889,086	33,441	6	33,448	(6,690)	(11,111)	(6,690)	8,957
29 2025-26	4,223,496	164,591	4,388,087	341,713	6,583	348,296	4,736,383	3,060,260	35,423	6	35,429	(7,086)	(11,840)	(7,086)	9,417
30 2026-27	4,388,087	171,066	4,559,152	348,296	6,714	355,010	4,914,162	3,238,039	37,480	6	37,487	(7,497)	(12,818)	(7,497)	9,674
TOTAL							477,098	192	477,290	(95,458)	(144,713)	(95,458)	141,661		

Note: the Agency may continue to collect tax increment revenues for up to 45 years to repay outstanding debt.



Table 5-3 (A)

Tax Increment Revenue Projection

Coliseum Redevelopment Plan Amendment - Original Area

Oakland Redevelopment Agency

(000's Omitted)

Pln Yr	Fiscal Year	Pr Yr Real Property	Value Increase	Total Real Property	Pr Yr Personal Property	Value Increase	Total Personal Property	Total Project Value	Increment Over Base \$1,513,184	Gross Increment Revenue	Unitary Revenue	Total Revenue	Housing Set Aside -20.00%	AB 1290 Tax Sharing	SB 732 City Share -20.00%	Net Tax Revenue
2	1997-98	1,383,262	41,498	1,424,760	197,043	1,970	199,014	1,623,774	110,590	1,280	6	1,286	(257)	(257)	(257)	515
3	1998-99	1,424,760	42,743	1,467,503	199,014	1,990	201,004	1,668,507	155,323	1,798	6	1,804	(361)	(361)	(361)	722
4	1999-00	1,467,503	44,025	1,511,528	201,004	2,010	203,014	1,714,542	201,358	2,331	6	2,337	(467)	(467)	(467)	935
5	2000-01	1,511,528	52,903	1,564,432	203,014	3,045	206,059	1,770,491	257,307	2,978	6	2,985	(597)	(597)	(597)	1,194
6	2001-02	1,564,432	54,755	1,619,187	206,059	3,091	209,150	1,828,337	315,153	3,648	6	3,654	(731)	(731)	(731)	1,462
7	2002-03	1,619,187	56,672	1,675,858	209,150	3,137	212,287	1,888,145	374,962	4,340	6	4,347	(869)	(869)	(869)	1,739
8	2003-04	1,675,858	58,655	1,734,513	212,287	3,184	215,471	1,949,985	436,801	5,056	6	5,062	(1,012)	(1,012)	(1,012)	2,025
9	2004-05	1,734,513	60,708	1,795,221	215,471	3,232	218,703	2,013,925	500,741	5,796	6	5,802	(1,160)	(1,160)	(1,160)	2,321
10	2005-06	1,795,221	71,809	1,867,030	218,703	4,374	223,078	2,090,108	576,924	6,678	6	6,684	(1,337)	(1,337)	(1,337)	2,674
11	2006-07	1,867,030	74,681	1,941,711	223,078	4,462	227,539	2,169,250	656,067	7,594	6	7,600	(1,520)	(1,674)	(1,520)	2,886
12	2007-08	1,941,711	77,668	2,019,380	227,539	4,551	232,090	2,251,470	738,286	8,546	6	8,552	(1,710)	(2,024)	(1,710)	3,107
13	2008-09	2,019,380	80,775	2,100,155	232,090	4,642	236,732	2,336,887	823,703	9,534	6	9,541	(1,908)	(2,388)	(1,908)	3,336
14	2009-10	2,100,155	84,006	2,184,161	236,732	4,735	241,466	2,425,627	912,444	10,562	6	10,568	(2,114)	(2,766)	(2,114)	3,575
15	2010-11	2,184,161	87,366	2,271,528	241,466	4,829	246,296	2,517,823	1,004,640	11,629	6	11,635	(2,327)	(3,159)	(2,327)	3,822
16	2011-12	2,271,528	90,861	2,362,389	246,296	4,926	251,222	2,613,610	1,100,427	12,737	6	12,744	(2,549)	(3,567)	(2,549)	4,080
17	2012-13	2,362,389	94,496	2,456,884	251,222	5,024	256,246	2,713,130	1,199,947	13,889	6	13,896	(2,779)	(3,991)	(2,779)	4,347
18	2013-14	2,456,884	98,275	2,555,160	256,246	5,125	261,371	2,816,530	1,303,347	15,086	6	15,093	(3,019)	(4,431)	(3,019)	4,624
19	2014-15	2,555,160	102,206	2,657,366	261,371	5,227	266,598	2,923,964	1,410,781	16,330	6	16,336	(3,267)	(4,889)	(3,267)	4,913
20	2015-16	2,657,366	106,295	2,763,661	266,598	5,332	271,930	3,035,591	1,522,407	17,622	6	17,628	(3,526)	(5,364)	(3,526)	5,213
21	2016-17	2,763,661	110,546	2,874,207	271,930	5,439	277,369	3,151,576	1,638,392	18,964	6	18,971	(3,794)	(5,858)	(3,794)	5,524
22	2017-18	2,874,207	114,968	2,989,175	277,369	5,547	282,916	3,272,092	1,758,908	20,359	6	20,366	(4,073)	(6,372)	(4,073)	5,848
23	2018-19	2,989,175	119,567	3,108,742	282,916	5,658	288,575	3,397,317	1,884,133	21,809	6	21,815	(4,363)	(6,905)	(4,363)	6,184
24	2019-20	3,108,742	124,350	3,233,092	288,575	5,771	294,346	3,527,438	2,014,255	23,315	6	23,321	(4,664)	(7,459)	(4,664)	6,534
25	2020-21	3,233,092	129,324	3,362,416	294,346	5,887	300,233	3,662,649	2,149,465	24,880	6	24,886	(4,977)	(8,035)	(4,977)	6,897
26	2021-22	3,362,416	134,497	3,496,912	300,233	6,005	306,238	3,803,150	2,289,966	26,506	6	26,513	(5,303)	(8,634)	(5,303)	7,274
27	2022-23	3,496,912	139,876	3,636,789	306,238	6,125	312,362	3,949,151	2,435,968	28,196	6	28,203	(5,641)	(9,256)	(5,641)	7,666
28	2023-24	3,636,789	145,472	3,782,260	312,362	6,247	318,610	4,100,870	2,587,686	29,952	6	29,959	(5,992)	(9,902)	(5,992)	8,073
29	2024-25	3,782,260	151,290	3,933,551	318,610	6,372	324,982	4,258,533	2,745,349	31,777	6	31,784	(6,357)	(10,573)	(6,357)	8,497
30	2025-26	3,933,551	157,342	4,090,893	324,982	6,500	331,481	4,422,374	2,909,191	33,674	6	33,680	(6,736)	(11,271)	(6,736)	8,937
31	2026-27	4,090,893	163,636	4,254,528	331,481	6,630	338,111	4,592,640	3,079,456	35,645	6	35,651	(7,130)	(12,217)	(7,130)	9,173
<b>TOTAL</b>																
								452,513	192	452,704	(90,541)	(137,528)	(90,541)	134,095		

Note: the Agency may continue to collect tax increment revenues for up to 45 years to repay outstanding debt.

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Table 5-3 (B)

## Tax Increment Revenue Projection

## Coliseum Redevelopment Plan Amendment - Amended Area

## Oakland Redevelopment Agency

(000's Omitted)

Fiscal Year	Pr Yr	Pr Yr	Total	Pr Yr	Pr Yr	Total	Total	Increment	Total	Housing	AB 1290	SB 732	Net
	Real Property	Value Increase	Total Real Property	Personal Property	Value Increase	Total Personal Property	Project Value	Over Base \$162,939	Increment Revenue	Set Aside -20.00%	Tax Sharing	City Share -20.00%	Tax Revenue
1	1997-98	148,096	2,962	151,058	14,843	0	14,843	165,901	2,962	34	(7)	(7)	(7)
2	1998-99	151,058	3,021	154,079	14,843	0	14,843	168,922	5,983	69	(14)	(14)	(14)
3	1999-00	154,079	3,082	157,160	14,843	0	14,843	172,004	9,065	105	(21)	(21)	(21)
4	2000-01	157,160	3,143	160,304	14,843	0	14,843	175,147	12,208	141	(28)	(28)	(28)
5	2001-02	160,304	4,008	164,311	14,843	74	14,918	179,229	16,290	189	(38)	(38)	(38)
6	2002-03	164,311	4,108	168,419	14,918	75	14,992	183,411	20,472	237	(47)	(47)	(47)
7	2003-04	168,419	4,210	172,630	14,992	75	15,067	187,697	24,757	287	(57)	(57)	(57)
8	2004-05	172,630	4,316	176,945	15,067	75	15,142	192,088	29,149	337	(67)	(67)	(67)
9	2005-06	176,945	4,424	181,369	15,142	76	15,218	196,587	33,648	389	(78)	(78)	(78)
10	2006-07	181,369	4,534	185,903	15,218	76	15,294	201,197	38,258	443	(89)	(89)	(89)
11	2007-08	185,903	4,648	190,551	15,294	76	15,371	205,921	42,982	498	(100)	(109)	(100)
12	2008-09	190,551	4,764	195,315	15,371	77	15,448	210,762	47,823	554	(111)	(129)	(111)
13	2009-10	195,315	4,883	200,197	15,448	77	15,525	215,722	52,783	611	(122)	(150)	(122)
14	2010-11	200,197	5,005	205,202	15,525	78	15,602	220,805	57,866	670	(134)	(172)	(134)
15	2011-12	205,202	5,130	210,332	15,602	78	15,680	226,013	63,074	730	(146)	(194)	(146)
16	2012-13	210,332	5,258	215,591	15,680	78	15,759	231,350	68,410	792	(158)	(217)	(158)
17	2013-14	215,591	5,390	220,980	15,759	79	15,838	236,818	73,879	855	(171)	(240)	(171)
18	2014-15	220,980	5,525	226,505	15,838	79	15,917	242,422	79,483	920	(184)	(264)	(184)
19	2015-16	226,505	5,663	232,168	15,917	80	15,996	248,164	85,225	986	(197)	(289)	(197)
20	2016-17	232,168	5,804	237,972	15,996	80	16,076	254,048	91,109	1,055	(211)	(314)	(211)
21	2017-18	237,972	5,949	243,921	16,076	80	16,157	260,078	97,139	1,124	(225)	(339)	(225)
22	2018-19	243,921	6,098	250,019	16,157	81	16,238	266,257	103,317	1,196	(239)	(366)	(239)
23	2019-20	250,019	6,250	256,270	16,238	81	16,319	272,588	109,649	1,269	(254)	(393)	(254)
24	2020-21	256,270	6,407	262,676	16,319	82	16,400	279,077	116,137	1,344	(269)	(420)	(269)
25	2021-22	262,676	6,567	269,243	16,400	82	16,482	285,726	122,786	1,421	(284)	(449)	(284)
26	2022-23	269,243	6,731	275,974	16,482	82	16,565	292,539	129,600	1,500	(300)	(478)	(300)
27	2023-24	275,974	6,899	282,874	16,565	83	16,648	299,521	136,582	1,581	(316)	(507)	(316)
28	2024-25	282,874	7,072	289,945	16,648	83	16,731	306,676	143,737	1,664	(333)	(538)	(333)
29	2025-26	289,945	7,249	297,194	16,731	84	16,815	314,009	151,069	1,749	(350)	(569)	(350)
30	2026-27	297,194	7,430	304,624	16,815	84	16,899	321,523	158,583	1,836	(367)	(601)	(367)
TOTAL													24,586
													(4,917)
													(7,185)
													(4,917)
													7,567

Note: the Agency may continue to collect tax increment revenues for up to 45 years to repay outstanding debt.







## 6. DESCRIPTION OF THE REDEVELOPMENT PLAN AMENDMENT PROPOSED BY THE AGENCY IN THE PROJECT AREA

### A. *Introduction*

The proposed first amendment to the Coliseum Area Redevelopment Plan will add territory to the existing Project Area along its northwestern boundary. The additional territory, known as the Fruitvale-Kennedy Tract shares the same land uses, opportunities and blighting influences as much of the existing Project Area. Inclusion of the Fruitvale-Kennedy Tract in the redevelopment area will strengthen the efforts to eliminate blight in the Project Area as a whole.

The Coliseum Area Redevelopment Plan was adopted jointly on July 25, 1995 by the Oakland City Council and the Redevelopment Agency. The first amendment to the redevelopment plan will simply extend the terms and provisions of the existing plan to the amended territory.

### B. *Purpose*

The purposes of the California Community Redevelopment Law will be attained by:

1. The elimination of blighting influences and the correction of environmental deficiencies in the Project Area, including, among others, small and irregular lots, faulty exterior spacing, obsolete and aged building types, mixed character or shifting uses or vacancies, incompatible and uneconomic land uses, substandard alleys and inadequate or deteriorated public improvements, facilities and utilities.
2. The assembly of land into parcels suitable for modern, integrated development with improved pedestrian and vehicular circulation in the Project Area.
3. The replanning, redesign and development of undeveloped areas which are stagnant or improperly utilized.
4. The provision of opportunities for participation by owners and tenants in the revitalization of their properties.
5. The strengthening of the industrial and commercial functions in the Project Area.
6. The strengthening of the economic bases of the Project Area and the community by the installation of needed site improvements to stimulate new commercial/industrial expansion, employment and economic growth.
7. To improve the compatibility of diverse land uses in the area by reducing the potential for conflicts.



8. The expansion and improvement of the community's supply of low- and moderate-income housing.
9. To improve transportation access to industrial and commercial areas and to improve safety in all parts of the area.
10. To contribute to the revitalization of the East 14th Street corridor.

**C. *Proposed Redevelopment Actions***

The Agency proposes to eliminate and prevent the spread of blight and deterioration in the Project Area by:

1. the acquisition of certain real property;
2. the demolition or removal of certain buildings and improvements;
3. providing for participation by owners and tenants presently located in the Project Area and the extension of preferences to business occupants and other tenants desiring to remain or relocate within the redeveloped Project Area;
4. the management of any property acquired by and under the ownership and control of the Agency;
5. providing relocation assistance to displaced Project Area occupants;
6. the installation, construction or reconstruction of streets, utilities and other public improvements;
7. the disposition of property for uses in accordance with this Plan;
8. the redevelopment of land by private enterprise or public agencies for uses in accordance with this Plan;
9. the rehabilitation of structures and improvements by present owners, their successors and the Agency; and
10. the assembly of adequate sites for the development and construction of residential, commercial and industrial facilities.



#### **D. Basic Goals of the Redevelopment Plan**

The specific goals of the Coliseum Area Redevelopment Plan, which relate to the basic goals, have been developed by the community to remedy the many blighting influences affecting the Coliseum Area; influences which retard development, foster long-term unemployment, exacerbate crime and create a poor living and working environment.

The specific goals of the Plan are:

1. Provide for long-term job training and employment opportunities for Project Area residents
2. Stimulate home ownership in the Project Area
3. Improve public safety for people living and working in the Project Area
4. Improve the quality of the residential environment by assisting new construction, rehabilitation and conservation of living units in the Project Area
5. Eliminate the land-use conflicts between the residential and industrial edge in the Project Area
6. Improve transportation, public facilities and infrastructure in residential, commercial and industrial areas in the Project Area
7. Stimulate industrial, R&D, and commercial development by improving obsolete underutilized and vacant properties in the Project Area
8. Assist neighborhood commercial revitalization in the Project Area
9. Attract new and retain existing businesses to the Project Area

The basic goals named above are directly related to the blighting indicators documented within the Project Area, and form the basis of the strategies to eliminate such blight.







**7. DESCRIPTION OF HOW THE PROJECT OR PROJECTS TO BE PURSUED BY THE AGENCY IN THE PROJECT AREA WILL IMPROVE OR ALLEVIATE THE PREVIOUSLY DESCRIBED EXISTING PROJECT AREA CONDITIONS**

**A. *Introduction***

Assembly Bill 1290 (Isenberg), the Community Redevelopment Law Reform Act of 1993, took effect on January 1, 1994, and includes sweeping changes to Community Redevelopment Law. The changes modify the definition of blight as applied to new project areas, end fiscal review committees, impose new time limits on all project areas, repeal the authority to receive sales tax revenues, and impose strong penalty provisions for agencies which fail to spend their housing set-aside funds in a timely manner.

The bill also requires the adoption of a five-year implementation plan which links proposed actions of the redevelopment agency in a given project area and the elimination of blight in the area. This plan is to be revised and adopted thereafter every five years. In addition, between the second and third year after adoption of the plan, a public hearing on actual accomplishments versus planned activities is to be held; amendments to the plan may be made at this time, or at other times if required.

The implementation plan must describe specific goals and objectives for the project area; the specific programs, including potential projects, and estimated expenditures to be made during the five years covered by the plan; and must include an explanation of how the goals and objectives, programs, potential projects and estimated expenditures will eliminate blight within the project area.

**B. *Coliseum Redevelopment Project Area Amended Implementation Plan***

The Coliseum Area Redevelopment Plan proposes to reduce and/or eliminate the blighting conditions found in the Project Area. The original 6,500 acre Project Area had been divided into seven (7) Planning Districts as a means to organize the planning effort. The 265 acre Fruitvale-Kennedy Tract that will be incorporated into the Project Area with this Plan Amendment will be considered another Planning District for the purposes of implementing the Project strategies.

Strategies are outlined for five year, fifteen year and forty year time frames. Tables 7-1, 7-2 and 7-3 present these strategies in matrix form. A review of each matrix reveals how the Agency intends to invest tax increment dollars and other resources for the entire Amended Project Area to meet the nine basic community goals intended to reduce and/or eliminate blight in the Project Area.

Each Implementation Plan matrix states the same basic goals which were developed during numerous community meetings over the last several years. Each goal in turn, is specifically



related to at least one of the blighting indicators outlined in Section II of this report. Since goals are only desired outcomes of actions, and are difficult to quantify and consequently attain, each is supported by at least one strategy. The strategies are measurable and attainable, and are directed at specific geographic target areas within the broader Project Area. An allocation of tax dollars has been applied to each strategy in order to realize the basic goals and reduce and/or eliminate the blighting influences within the area.

The following tables will allow the affected taxing entities, citizens, policymakers and others to review in a quick and efficient manner the scope of the redevelopment activities planned and underway in the Project Area, the cost of those activities and how these expenditures relate to the reduction and/or elimination of blighting influences which currently affect the Project Area.

Table 7-1, the Five Year Implementation Strategy, is the most detailed in terms of strategies and dollars assigned to implementation activities. As explained above, the Agency is required by law to update its implementation strategies every five years. It is likely that the 15 Year and the 40 Year Implementation Strategies presented in Tables 7-2 and 7-3, respectively, will be modified with time. Review of the implementation strategy every five years will ensure that the Redevelopment Plan reflects the changing conditions which contribute to the increase or reduction of blight. The Plan is intended to be flexible, responding to community needs and market conditions.

#### *C. Public/Private Partnerships*

One of the main purposes of redevelopment is to stimulate private investment in the Project Area. In order to do this, the Agency will engage in joint investment ventures with developers to improve the residential, commercial and industrial character of the area whenever possible. Consequently, some strategies outlined in the Implementation Strategy, especially those related to Goals 2, 4 and 7, are designed to provide the Agency with funds needed to negotiate those catalyst projects which will contribute to the elimination of blight. Toxic remediation, infrastructure improvements, land acquisition, demolition and relocation are just some of the activities associated with new development with which the Agency can offer assistance to developers. The purpose of this Plan is to encourage the private sector to develop the Project Area when possible and to leverage those private dollars when appropriate.



FIGURE 7-1

**5 Year  
Implementation Strategy  
for the Amended  
Coliseum Area  
Redevelopment Plan**

GOALS	RELATED BLIGHTING INDICATORS	STRATEGIES FOR ELIMINATING BLIGHT AND MEETING PROJECT GOALS	PLANNING DISTRICTS	TARGET AREAS	5 YEAR TOTAL	FUNDING SOURCE
1 Provide long-term job training and employment opportunities for Project Area residents	<ul style="list-style-type: none"> <li>o High crime rates</li> <li>o Weak business investment</li> </ul>	<ul style="list-style-type: none"> <li>o Acquire and rehab building(s) in Project Area to be used as a job training center(s)</li> <li>o Provide assistance to skills programs related to vocational training for industrial and manufacturing employment opportunities</li> </ul>	o Area-wide	- Area-wide	\$1,252,000	5% Coliseum Area tax increment
2 Stimulate home ownership opportunities in the Project Area	<ul style="list-style-type: none"> <li>o Weak investment in res. property</li> <li>o Overcrowding</li> </ul>	<ul style="list-style-type: none"> <li>o Provide capital to support infill construction of ownership housing</li> <li>o Provide capital to support mortgage assistance and first-time homebuyers assistance programs</li> </ul>	<ul style="list-style-type: none"> <li>o Fruitvale</li> <li>o Hegenberger Corridor</li> <li>o Elmhurst</li> <li>o Area-wide</li> <li>o San Antonio</li> </ul>	<ul style="list-style-type: none"> <li>- Fruitvale BART</li> <li>- Coliseum BART</li> <li>- E. 14th Street</li> <li>- Area-wide</li> </ul>	\$1,260,000	50% Hsg. Set-Aside Coliseum Area housing set-aside
3 Improve public safety for people living and working in the Project Area	<ul style="list-style-type: none"> <li>o High crime rates</li> <li>o Industrial/res. edge problems</li> <li>o Code violations</li> <li>o Weak business investment</li> </ul>	<ul style="list-style-type: none"> <li>o Establish a fund to assist Project Area residents and businesses with private security measures</li> <li>o Fund public improvements to reduce traffic hazards in residential areas</li> <li>o Conduct zoning studies to consider residential/industrial edge problems</li> </ul>	o Area-wide	<ul style="list-style-type: none"> <li>- Area-wide</li> </ul>	\$1,252,000	5% Coliseum Area tax increment existing sources General Fund CDBG
4 Improve the quality of the residential environment by assisting new construction, rehabilitation, and conservation of living units in the Project Area	<ul style="list-style-type: none"> <li>o Weak investment in res. property</li> <li>o Overcrowding</li> <li>o Code violations</li> <li>o Lack of bldg. permit activity</li> <li>o Dilapidated buildings</li> </ul>	<ul style="list-style-type: none"> <li>o Provide capital to support new residential development</li> <li>o Provide capital to support home maintenance and improvement programs</li> <li>o Provide capital for acquisition and rehab of existing substandard housing</li> <li>o Conduct zoning studies to consider residential/industrial edge problems</li> </ul>	<ul style="list-style-type: none"> <li>o Elmhurst</li> <li>o Elmhurst Industrial</li> <li>o Fruitvale</li> <li>o Hegenberger Corridor</li> <li>o San Antonio</li> </ul>	<ul style="list-style-type: none"> <li>- E. 14th Street</li> <li>- Pippin/Pearmain</li> <li>- Railroad Avenue</li> <li>- Fruitvale BART</li> <li>- Coliseum BART</li> </ul>	\$1,260,000	50% Hsg. Set-Aside Coliseum Area housing set-aside
5 Eliminate land use conflicts between the residential and industrial edge in the Project Area	o Adjacent or nearby incompatible uses	<ul style="list-style-type: none"> <li>o Office of Planning and Building to identify and study edge conditions and recommend appropriate action including zoning studies, landscape improvements and infrastructure changes</li> <li>o Fund highest priority edge mitigations as identified by Advisory Committee</li> </ul>	<ul style="list-style-type: none"> <li>o Elmhurst Industrial</li> <li>o Brookfield</li> <li>o Edgewater</li> <li>o Elmhurst Industrial</li> <li>o San Antonio</li> </ul>	<ul style="list-style-type: none"> <li>- Pippin/Pearmain</li> <li>- Railroad Avenue</li> <li>- 98th/Eades</li> <li>- Elmwood Avenue</li> <li>- 81st Avenue</li> </ul>	existing sources	General Fund Coliseum Area tax increment
6 Improve transportation, public facilities and infrastructure in residential, commercial and industrial areas	<ul style="list-style-type: none"> <li>o Lack of public improvements</li> <li>o Weak industrial/commercial investment</li> </ul>	<ul style="list-style-type: none"> <li>o Provide capital for infrastructure improvements to support approved catalyst projects and other development activities</li> <li>o Provide capital for acquisition and/or rehab of parks, open space, libraries, etc.</li> </ul>	<ul style="list-style-type: none"> <li>o Airport/Recreation</li> <li>o Hegenberger Corridor</li> <li>o Edgewater</li> <li>o Brookfield</li> <li>o Fruitvale</li> <li>o San Antonio</li> </ul>	<ul style="list-style-type: none"> <li>- North field</li> <li>- San Leandro Blvd. Ind.</li> <li>- Elmwood Avenue</li> <li>- Tidewater Avenue</li> <li>- 98th Avenue</li> <li>- Fruitvale BART</li> </ul>	\$7,510,000	30% Coliseum Area tax increment existing sources Federal, state, local transportation funds
7 Stimulate industrial, R&D and commercial development by improving obsolete underutilized and vacant properties in the Project Area	<ul style="list-style-type: none"> <li>o Underutilized/vacant buildings</li> <li>o Building obsolescence</li> <li>o Low industrial rents</li> <li>o Toxics</li> <li>o Unreinforced Masonry</li> </ul>	o Fund a portion of land acquisition, rehabilitation, assembly, demolition, relocation or toxic clean-up as negotiated with developers/owners to support approved catalyst projects	<ul style="list-style-type: none"> <li>o Airport/Recreation</li> <li>o Hegenberger Corridor</li> <li>o Elmhurst Industrial</li> <li>o Edgewater</li> <li>o San Antonio</li> </ul>	<ul style="list-style-type: none"> <li>- North field</li> <li>- San Leandro Blvd. Ind.</li> <li>- Airport Gateway</li> <li>- Coliseum BART</li> <li>- 81st Avenue</li> <li>- Tidewater</li> <li>- EBMUD site</li> </ul>	\$6,259,000	25% Coliseum Area tax increment
8 Assist neighborhood commercial revitalization	<ul style="list-style-type: none"> <li>o Low sales activity</li> <li>o High crime</li> <li>o Physical blight</li> <li>o Vacant land</li> <li>o Lack of building permit activity</li> <li>o Lack of necessary commercial facilities</li> </ul>	o Establish a small business revolving loan fund for facade improvements, working capital, and tenant improvements as part of the Neighborhood Commercial Revitalization Program	<ul style="list-style-type: none"> <li>o Fruitvale</li> <li>o Elmhurst</li> <li>o San Antonio</li> </ul>	<ul style="list-style-type: none"> <li>- Fruitvale BART</li> <li>- 55th Avenue</li> <li>- 73rd Avenue</li> <li>- 85th Avenue</li> </ul>	existing sources \$1,879,000	7.5% CDBG Coliseum Area tax increment
9 Attract new, and retain existing businesses in the Project Area	<ul style="list-style-type: none"> <li>o Lack of public improvements</li> <li>o High commercial vacancies</li> <li>o High crime rates</li> <li>o Presence of toxics</li> <li>o Lack of building permit activity</li> </ul>	o Fund business retention and development efforts in the Project Area, as identified by the Advisory Committee	o Area-wide	<ul style="list-style-type: none"> <li>- Area-wide</li> </ul>	existing funds \$626,000	2.5% City sources Coliseum Area tax increment



FIGURE 7-2

**15 Year  
Implementation Strategy  
for the Amended  
Coliseum Area  
Redevelopment Plan**

GOALS	RELATED BLIGHTING INDICATORS	STRATEGIES FOR ELIMINATING BLIGHT AND MEETING PROJECT GOALS	PLANNING DISTRICTS	TARGET AREAS	15 YEAR TOTAL	FUNDING SOURCE
1 Provide long-term job training and employment opportunities for Project Area residents	<ul style="list-style-type: none"> <li>o High crime rates</li> <li>o Weak business investment</li> </ul>	<ul style="list-style-type: none"> <li>o Acquire and rehab building(s) in Project Area to be used as a job training center(s)</li> <li>o Provide assistance to skill programs related to vocational training for industrial and manufacturing employment opportunities</li> </ul>	o Area-wide	- Area-wide	\$3,882,000	5% Coliseum Area tax increment
2 Stimulate home ownership opportunities in the Project Area	<ul style="list-style-type: none"> <li>o Weak investment in res. property</li> <li>o Overcrowding</li> </ul>	<ul style="list-style-type: none"> <li>o Provide capital to support mortgage assistance and first-time homebuyers assistance programs</li> <li>o Provide capital to support infill construction of ownership housing</li> </ul>	<ul style="list-style-type: none"> <li>o Fruitvale</li> <li>o Hegenberger Corridor</li> <li>o Elmhurst</li> <li>o San Antonio</li> </ul>	<ul style="list-style-type: none"> <li>- Fruitvale BART</li> <li>- Coliseum BART</li> <li>- E. 14th Street</li> </ul>	\$9,987,000	50% Hsg. Set-Aside Coliseum Area housing set-aside
3 Improve public safety for people living and working in the Project Area	<ul style="list-style-type: none"> <li>o High crime rates</li> <li>o Industrial/res. edge problems</li> <li>o Code violations</li> <li>o Weak business investment</li> </ul>	<ul style="list-style-type: none"> <li>o Establish a fund to assist Project Area residents and businesses with private security measures</li> <li>o Fund public improvements to reduce traffic hazards in residential areas</li> <li>o Conduct zoning studies to consider residential/industrial edge conflicts</li> </ul>	Area-wide	<ul style="list-style-type: none"> <li>- Area-wide</li> </ul>	\$3,882,000	5% Coliseum Area tax increment
4 Improve the quality of the residential environment by assisting new construction, rehabilitation and conservation of living units in the Project Area	<ul style="list-style-type: none"> <li>o Weak investment in res. property</li> <li>o Overcrowding</li> <li>o Code violations</li> <li>o Lack of bldg. permit activity</li> <li>o Dilapidated buildings</li> </ul>	<ul style="list-style-type: none"> <li>o Provide capital to support new residential development</li> <li>o Provide capital to support home maintenance and improvement programs</li> <li>o Provide capital for acquisition and rehab of existing substandard housing</li> <li>o Conduct zoning studies to consider residential/industrial edge conflicts</li> </ul>	<ul style="list-style-type: none"> <li>o Elmhurst</li> <li>o Elmhurst Industrial</li> <li>o Fruitvale</li> <li>o Hegenberger Corridor</li> <li>o San Antonio</li> </ul>	<ul style="list-style-type: none"> <li>- E. 14th Street</li> <li>- Pippin/Pearmain</li> <li>- Railroad Avenue</li> <li>- Fruitvale BART</li> <li>- Coliseum BART</li> </ul>	\$9,987,000	50% Hsg. Set-Aside Coliseum Area housing set-aside
5 Eliminate land-use conflicts between the residential and industrial edge in the Project Area	<ul style="list-style-type: none"> <li>o Adjacent or nearby incompatible uses</li> </ul>	<ul style="list-style-type: none"> <li>o Provide capital for landscaping and buffering the residential/industrial edge problem areas</li> </ul>	<ul style="list-style-type: none"> <li>o Elmhurst Industrial</li> <li>o Brookfield</li> <li>o Edgewater</li> <li>o Elmhurst Industrial</li> <li>o San Antonio</li> </ul>	<ul style="list-style-type: none"> <li>- Pippin/Pearmain</li> <li>- Railroad Avenue</li> <li>- 98th/Eades</li> <li>- Elmhurst Avenue</li> <li>- 81st Avenue</li> </ul>	\$3,882,000	5% Coliseum Area tax increment
6 Improve transportation, public facilities and infrastructure in residential, commercial and industrial areas	<ul style="list-style-type: none"> <li>o Lack of public improvements</li> <li>o Weak industrial/commercial investment</li> </ul>	<ul style="list-style-type: none"> <li>o Provide capital for infrastructure improvements to support approved catalyst projects and other development activities</li> <li>o Provide capital for acquisition and/or rehab of parks, open space, libraries, etc</li> </ul>	<ul style="list-style-type: none"> <li>o Airport/Recreation</li> <li>o Hegenberger Corridor</li> <li>o Edgewater</li> <li>o Brookfield</li> <li>o Fruitvale</li> <li>o San Antonio</li> </ul>	<ul style="list-style-type: none"> <li>- North field</li> <li>- San Leandro Blvd. Ind.</li> <li>- Elmhurst Avenue</li> <li>- Tidewater Avenue</li> <li>- 98th Avenue</li> <li>- Fruitvale BART</li> </ul>	\$23,289,000	30% Coliseum Area tax increment
7 Stimulate industrial, R&D and commercial development by improving obsolete underutilized and vacant properties in the Project Area	<ul style="list-style-type: none"> <li>o Underutilized/vacant buildings</li> <li>o Building obsolescence</li> <li>o Low industrial rents</li> <li>o Toxics</li> <li>o Unreinforced Masonry</li> </ul>	<ul style="list-style-type: none"> <li>o Fund a portion of land acquisition, rehabilitation, assembly, demolition, relocation or toxic clean-up costs as negotiated with developers/owners to support approved catalyst projects</li> </ul>	<ul style="list-style-type: none"> <li>o Airport/Recreation</li> <li>o Hegenberger Corridor</li> <li>o Elmhurst Industrial</li> <li>o Edgewater</li> <li>o San Antonio</li> </ul>	<ul style="list-style-type: none"> <li>- North field</li> <li>- San Leandro Blvd. Ind.</li> <li>- Airport Gateway</li> <li>- Coliseum BART</li> <li>- 81st Avenue</li> <li>- Tidewater</li> <li>- EBMUD site</li> </ul>	\$19,404,000	25% Coliseum Area tax increment
8 Assist neighborhood commercial revitalization	<ul style="list-style-type: none"> <li>o Low sales activity</li> <li>o High crime</li> <li>o Physical blight</li> <li>o Vacant land</li> <li>o Lack of building permit activity</li> <li>o Lack of necessary commercial facilities</li> </ul>	<ul style="list-style-type: none"> <li>o Fund small business revolving loan fund for facade improvements, working capital, tenant improvements, etc.</li> <li>o Fund landscaping and lighting of neighborhood commercial areas</li> <li>o Provide capital for mixed-use projects, parking, toxic clean-up, etc.</li> </ul>	<ul style="list-style-type: none"> <li>o Fruitvale</li> <li>o Elmhurst</li> <li>o San Antonio</li> </ul>	<ul style="list-style-type: none"> <li>- Fruitvale BART</li> <li>- 55th Avenue</li> <li>- 73rd Avenue</li> <li>- 85th Avenue</li> </ul>	\$5,827,000	7.5% Coliseum Area tax increment
9 Attract new, and retain existing businesses in the Project Area	<ul style="list-style-type: none"> <li>o Lack of public improvements</li> <li>o High commercial vacancies</li> <li>o High crime rates</li> <li>o Presence of toxics</li> <li>o Lack of building permit activity</li> </ul>	<ul style="list-style-type: none"> <li>o Fund business retention and development activities in the Project Area as identified by the Advisory Committee</li> </ul>	o Area-wide	- Area-wide	\$1,942,000	2.5% Coliseum Area tax increment



FIGURE 7-3

**40 Year  
Implementation Strategy  
for the Amended  
Coliseum Area  
Redevelopment Plan**

GOALS	RELATED BLIGHTING INDICATORS	STRATEGIES FOR ELIMINATING BLIGHT AND MEETING PROJECT GOALS	PLANNING DISTRICTS	TARGET AREAS	TOTAL OVER LIFE OF PLAN	FUNDING SOURCE
1 Provide long-term job training and employment opportunities for Project Area residents	<ul style="list-style-type: none"> <li>o High crime rates</li> <li>o Weak business investment</li> </ul>	<ul style="list-style-type: none"> <li>o Acquire and rehab building(s) in Project Area to be used as a job training center(s)</li> <li>o Provide assistance to skill programs related to vocational training for industrial and manufacturing employment opportunities</li> </ul>	o Area-wide	- Area-wide	\$7,145,000	5% Coliseum Area tax increment
2 Stimulate home ownership opportunities in the Project Area	<ul style="list-style-type: none"> <li>o Weak investment in res. property</li> <li>o Overcrowding</li> </ul>	<ul style="list-style-type: none"> <li>o Provide capital to support mortgage assistance and first-time homebuyers assistance programs</li> <li>o Provide capital to support infill construction of ownership housing</li> </ul>	<ul style="list-style-type: none"> <li>o Fruitvale</li> <li>o Hegenberger Corridor</li> <li>o Elmhurst</li> <li>o <b>San Antonio</b></li> </ul>	<ul style="list-style-type: none"> <li>- Fruitvale BART</li> <li>- Coliseum BART</li> <li>- E. 14th Street</li> </ul>	\$53,659,000	50% Hsg. Set-Aside Coliseum Area housing set-aside
3 Improve public safety for people living and working in the Project Area	<ul style="list-style-type: none"> <li>o High crime rates</li> <li>o Industrial/res. edge problems</li> <li>o Code violations</li> <li>o Weak business investment</li> </ul>	<ul style="list-style-type: none"> <li>o Establish a fund to assist Project Area residents and businesses with private security measures</li> <li>o Fund public improvements to reduce traffic hazards in residential areas</li> <li>o Conduct zoning studies to consider industrial/residential edge problems</li> </ul>	Area-wide	<ul style="list-style-type: none"> <li>- Area-wide</li> </ul>	\$7,145,000	5% Coliseum Area tax increment General Fund
4 Improve the quality of the residential environment by assisting new construction, rehabilitation, and conservation of living units in the Project Area	<ul style="list-style-type: none"> <li>o Weak investment in res. property</li> <li>o Overcrowding</li> <li>o Lack of bldg. permit activity</li> <li>o Code violations</li> <li>o Dilapidated buildings</li> </ul>	<ul style="list-style-type: none"> <li>o Provide capital to support new residential development</li> <li>o Provide capital to support home maintenance and improvement programs</li> <li>o Provide capital for acquisition and rehab of existing substandard housing</li> <li>o Conduct zoning studies to consider industrial/residential edge problems</li> </ul>	<ul style="list-style-type: none"> <li>o Elmhurst</li> <li>o Elmhurst Industrial</li> <li>o Fruitvale</li> <li>o Hegenberger Corridor</li> <li>o <b>San Antonio</b></li> </ul>	<ul style="list-style-type: none"> <li>- E. 14th Street</li> <li>- Pippin/Pearmain</li> <li>- Railroad Avenue</li> <li>- Fruitvale BART</li> <li>- Coliseum BART</li> </ul>	\$53,659,000	50% Hsg. Set-Aside Coliseum Area housing set-aside General Fund
5 Eliminate the land-use conflicts between the residential and industrial edge in the Project Area	<ul style="list-style-type: none"> <li>o Adjacent or nearby incompatible uses</li> </ul>	<ul style="list-style-type: none"> <li>o Provide capital for landscaping and buffering the residential/industrial edge problem areas</li> </ul>	<ul style="list-style-type: none"> <li>o Elmhurst Industrial</li> <li>o Brookfield</li> <li>o Edgewater</li> <li>o Elmhurst Industrial</li> <li>o <b>San Antonio</b></li> </ul>	<ul style="list-style-type: none"> <li>- Pippin/Pearmain</li> <li>- Railroad Avenue</li> <li>- 98th/Eades</li> <li>- Elmwood Avenue</li> <li>- 81st Avenue</li> </ul>	\$7,145,000	5% Coliseum Area tax increment
6 Improve transportation, public facilities and infrastructure in residential, commercial and industrial areas	<ul style="list-style-type: none"> <li>o Lack of public improvements</li> <li>o Weak industrial/commercial investment</li> </ul>	<ul style="list-style-type: none"> <li>o Provide capital for infrastructure improvements to support approved catalyst projects and other development activities</li> <li>o Provide capital for acquisition and/or rehab of parks, open space, libraries, etc</li> </ul>	<ul style="list-style-type: none"> <li>o Airport/Recreation</li> <li>o Hegenberger Corridor</li> <li>o Edgewater</li> <li>o Brookfield</li> <li>o <b>Fruitvale</b></li> <li>o <b>San Antonio</b></li> </ul>	<ul style="list-style-type: none"> <li>- North field</li> <li>- San Leandro Blvd. Ind</li> <li>- Elmwood Avenue</li> <li>- Tidewater Avenue</li> <li>- 98th Avenue</li> <li>- Fruitvale BART</li> </ul>	\$42,871,000	30% Coliseum Area tax increment
7 Stimulate industrial, R&D and commercial development by improving obsolete underutilized and vacant properties in the Project Area	<ul style="list-style-type: none"> <li>o Underutilized/vacant buildings</li> <li>o Building obsolescence</li> <li>o Low industrial rents</li> <li>o Toxics</li> <li>o Unreinforced Masonry</li> </ul>	<ul style="list-style-type: none"> <li>o Fund a portion of land acquisition, assembly, demolition, relocation or toxic clean-up costs as negotiated with developers/owners to support approved catalyst projects</li> </ul>	<ul style="list-style-type: none"> <li>o Airport/Recreation</li> <li>o Hegenberger Corridor</li> <li>o Elmhurst Industrial</li> <li>o Edgewater</li> <li>o <b>San Antonio</b></li> </ul>	<ul style="list-style-type: none"> <li>- North field</li> <li>- San Leandro Blvd. Ind</li> <li>- Airport Gateway</li> <li>- Coliseum BART</li> <li>- 81st Avenue</li> <li>- Tidewater</li> <li>- EBMUD site</li> </ul>	\$35,726,000	25% Coliseum Area tax increment
8 Assist neighborhood commercial revitalization	<ul style="list-style-type: none"> <li>o Low sales activity</li> <li>o High crime</li> <li>o Physical blight</li> <li>o Vacant land</li> <li>o Lack of building permit activity</li> <li>o Lack of necessary commercial facilities</li> </ul>	<ul style="list-style-type: none"> <li>o Fund small business revolving loan fund for facade improvements, working capital, tenant improvements, etc.</li> <li>o Fund landscaping and lighting of neighborhood commercial areas</li> <li>o Provide capital for mixed-use projects, parking, toxic clean-up, etc.</li> </ul>	<ul style="list-style-type: none"> <li>o Fruitvale</li> <li>o Elmhurst</li> <li>o <b>San Antonio</b></li> </ul>	<ul style="list-style-type: none"> <li>- Fruitvale BART</li> <li>- 55th Avenue</li> <li>- 73rd Avenue</li> <li>- 85th Avenue</li> </ul>	\$10,718,000	7.5% Coliseum Area tax increment
9 Attract new, and retain existing businesses in the Project Area	<ul style="list-style-type: none"> <li>o Lack of public improvements</li> <li>o High commercial vacancies</li> <li>o High crime rates</li> <li>o Presence of toxics</li> <li>o Lack of building permit activity</li> </ul>	<ul style="list-style-type: none"> <li>o Fund business retention efforts in the Project Area as identified by the Advisory Committee</li> </ul>	o Area-wide	- Area-wide	\$3,573,000	2.5% Coliseum Area tax increment







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## **APPENDIX A**

### **REDEVELOPMENT SURVEY FORM**



# REDEVELOPMENT SURVEY FORM

Assessor Parcel Number						Street No.	S/N/E/W	Street Name	Suite No.								
						Bldg. Name											
No. of Res Units		Units Unknown		Yes	No	Building	of	Multiple Tenants:	Yes	No							
Primary Use		1 Res		2-Comm/Ret		3-Off.	4-Ind	5-Public	6-Vacant Lot	7-Other							
Primary Tenant:						Multiple Tenant	Yes	No	Field Code:								
BUILDING STRUCTURE						OTHER FACTORS											
Construction Type	W-Fam	Mas	Metal	Other	Unknown	Original Structure Design	Usage Altered	Y	No	Unknown	N/A						
SELECT ONE:	1	2	3	4	5	Deteriorating Atch. Structures (e.g. Garages)					Y	N	U	X			
Number of Stories	1	2	3	4+	5	Odd Shaped Lot (e.g., Triangular Lot)					Y	N	U	X			
SELECT ONE:	1	2	3	4	5	Design is Defective or Obsolete					Y	N	U	X			
Structural Conditions:						Signage Indicating ADA Compliance					Y	N	U	X			
Sound	Maint.	Def.	Mod.	Exten.	Dilap.	Uk.	N/A										
Roofing	1	2	3	4	5	6	7	Street Parking Available	Y	N	U	X					
Chimney	1	2	3	4	5	6	7	On-Site Parking Available	Y	N	U	X					
Soft/Fascia	1	2	3	4	5	6	7	Parking in Setback Area	Y	N	U	X					
Walls	1	2	3	4	5	6	7	Parking Appears Deficient	Y	N	U	X					
Doors/Windows	1	2	3	4	5	6	7										
Porch/Entries	1	2	3	4	5	6	7										
Exterior Stairs	1	2	3	4	5	6	7	Alley Existing	Y	N	U	X					
Paint/Bldg. Covering	1	2	3	4	5	6	7	Alley (Narrow/Unpaved//DeadEnd)	Y	N	U	X					
Foundation	1	2	3	4	5	6	7	Parcel With Limited Access	Y	N	U	X					
Overall Building Condition	1	2	3	4	5	6	7	Auto Circulation Appears Deficient	Y	N	U	X					
								Weed/Debris Accumulation on Site	Y	N	U	X					
SELECT ONE:	Yes		No		Unknown												
Building Entry Constrained	1		2		3		Bulk Trash/Abandoned Vehicles					Y	N	U	X		
Un-Rel Mas. Const.	1		2		3		Large Equipment/Open Storage					Y	N	U	X		
Deficient Light/Vent	1		2		3												
Comments:																	
Parcel Conditions:	Select One		Yes		No		Unknown		Trash Facilities Present								
Street Light Present	1		2		3		Street Vendor					Y	N	U	X		
Broken Public Sidewalk	1		2		3		Street Vendors Merchandise Assoc.					Y	N	U	X		
Evidence of Utility Easement	1		2		3		Consumer Goods For Sale					Y	N	U	X		
Select One:	1-Sound	2-Def.	Maint.	3-Deteriorated	4- N/U		Food Item For Sale					Y	N	U	X		
Driveways	1	2		3	4		Other Items/Services For sale					Y	N	U	X		
Walkways	1	2		3	4		Comments:										
Ground Cover	1	2		3	4												
Parking/Landing Areas	1	2		3	4												
Fencing	1	2		3	4												
Retaining Wall	1	2		3	4												
Overall Parcel Condition	1		2		3		4										
Comments																	
Shifting Uses	Select One:		1-Yes	2-No	3-Unknown	VACANT SPACE		Select One:		1-Yes	2-No	Broker Sign:		1- Yes	2-No		
Residential to Commercial	Y		N	U	% of Bldg. Tenant Space Vacant		Going Out of Business Sign		YES		NO						
Residential to Industrial	Y		N	U	Current Use (If Evident)												
Commercial to Industrial	Y		N	U	Previous Use (If Evident)												
Residential/Commercial to Industrial	Y		N	U	Location	Select One:		All Bldg.	GrFr	Up Fr	Rear						
					Type			1	2	3	4						
ADJACENT USES:	Select One:		1-Yes	2-No	Broker Name:			Phone:									
Auto Related Uses Adjacent to Residential	Y		N		Agent Name:												
Adult Related Uses Adjacent to Residential	Y		N														
Parcel Land Uses/Predominate Use to Block	Y		N														
Adjacent Uses Incompatible with Parcel Use	Y		N														
Comments:	Comments																

RK: GL, Surv-Are, Wk1,1-12-94

Surveyor: \_\_\_\_\_ Date: \_\_\_\_\_  
 Reviewer: \_\_\_\_\_ Date: \_\_\_\_\_



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## **APPENDIX B**

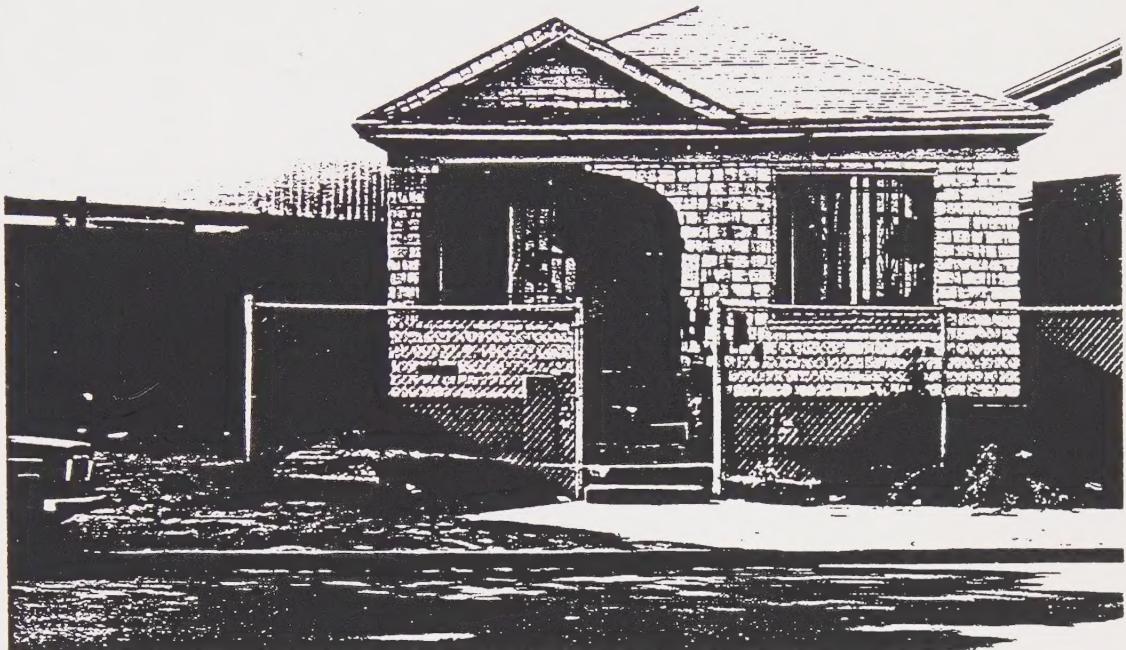
### **PHOTOGRAPHIC SURVEY**

**KENNEDY-FRUITVALE SURVEY AREA**

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DETERIORATED OR DILAPIDATED BUILDINGS



Address: 907 26th Ave

Date: September, 1995



Address: 2821 E. 7th St.

Date: September, 1995



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